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ABSTRACT

In Resolution No. 4 of their 7th Conference (Brussels, June 1971) the Ministers of Education of 21 nations signatory to the European Cultural Convention instructed the Committee of Senior Officials to study, in collaboration with the Secretariat of the Council of Europe, the practical arrangements for holding an ad hoc conference on problems relating to the education and training of immigrants, both adults and adolescents, and to the schooling of immigrant children. Following a decision by the Committee that all countries should cooperate in preparing conference materials, the Secretariat prepared the "Guidelines for Country Reports" (included as an Appendix). The 20 reports which are presented herewith to the ad hoc conference have been prepared by governments, in response to the "Guidelines", as a concerted effort to gather and exchange information and to confront their respective assessments of national situations with a view to further action. The nations are: Austria, Belgium, Cyprus, Denmark, Finland, France, the Federal Republic of Germany, Greece, the Holy See (Rome), Ireland, Italy, Luxembourg, Malta, the Netherlands, Norway, Spain, Sweden, Switzerland, Turkey, and the United Kingdom. (Author/KM)

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AD HOC CONFERENCE
ON THE EDUCATION OF MIGRANTS

Strasbourg, 5 - 8 November 1974

COUNTRY REPORTS

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STANDING CONFERENCE OF
EUROPEAN MINISTERS OF EDUCATION

AD HOC CONFERENCE ON THE EDUCATION OF MIGRANTS

Strasbourg, 5 - 8 November 1974

Problems relating to the education and training of migrants, both adults and adolescents, and to the schooling of migrants' children

COUNTRY REPORTS

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PREFACE

In Resolution No. 4 of their Seventh Conference, held in Brussels in June 1971, the Ministers of Education of the 21 States signatory to the European Cultural Convention instructed the Committee of Senior Officials to study, in collaboration with the Secretariat of the Council of Europe, the practical arrangements for holding an ad hoc Conference, to which officials and experts from Ministries or departments other than those of education might be invited, on problems relating to the education and training of immigrants, both adults and adolescents, and to the schooling of immigrants' children.

Following a decision by the Committee that all countries should be invited to cooperate in preparing material for the Conference, the Secretariat prepared, under the guidance of the Committee and a Working Party specially set up for this purpose, the 'Guidelines for Country Reports' of which the full text is included as an Appendix to this document.

The twenty reports which are presented herewith to the ad hoc Conference have been prepared by Governments, in response to the 'Guidelines', as a concerted effort to gather and exchange information and to confront their respective assessments of national situations with a view to further action.

Strasbourg
July 1974

Secretariat of the
Standing Conference of
European Ministers of Education

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AUSTRIA

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY

1. Training and further training of migrant workers

Foreign workers, particularly those who have been working in Austria for a longer period of time, have, for quite some time, already been included in training and other educational programmes promoted by the labour market administration. Promotion of initial and further vocational training of foreign workers is steadily gaining in importance and, therefore, in the middle of 1972 was regulated by a decree of the Federal Ministry of Social Administration. However, other public and private bodies as well have organised courses for further occupational training on the one hand, and courses of German on the other. Courses with other subjects as, eg in the Tyrol a "traffic education course", or courses for illiterates had to be discontinued after a comparatively short time because of lack of interest and participation. Nevertheless, initial and further vocational training seems of great importance for the simple reason that 90 per cent of the Yugoslav and Turkish immigrants are unskilled workers. On the part of the guest workers, however, so far only little interest has been shown for any form of further training. Any effort at caring for adult guest workers is handicapped and counteracted by the defective knowledge of German as well as by the shortage of teachers and of assistants in further occupational training with a command of the guest workers' mother tongue. With the attendants of courses of German, the drop-out rate amounts to an average of almost 50 per cent at the end of the course, although, in many cases, attempts are being made, by the use of modern audiovisual media, to make these courses simple and interesting. On the other hand, the results of the vocational courses organised by the institutes of economic promotion (Wirtschaftsförderungs-institute) are absolutely satisfactory for those participants who attend the courses till the end. As can be gleaned from the reports of the organisers of such courses, the participants, in most cases, do not have the necessary primary school basis (which applies not only to illiterates, but also to those people who only know the Cyrillic alphabet and therefore have to learn the Latin alphabet.

The paramount difficulty for integration, both with the adults and with the children, can be found in the lack of linguistic communication. This is aggravated by serious social factors such as the outward appearance of the foreign workers

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which usually does not correspond to standard ideas in this respect of the local population, the largely unsatisfactory housing conditions etc. Particularly in large enterprises, in which there is a predominating share of guest workers, strange customs and habits of living lead to difficulties with Austrian workers.

Measures against the difficulties described could be taken at several levels:

a. Extended social care: establishment, within the framework of public agencies and authorities, of information and advisory centres entrusted with the task of giving advice, in the mother tongues of the foreign workers, in labour, family and housing matters, of providing assistance in the procuring of documents, jobs and flats, furthermore in bringing about family reunions, extensive information by the publication of foreign language information sheets, newspapers, foreign language notices in Austrian newspapers and in the Austrian radio (1), instruction sheets, wall newspapers in firms, information brochures (concerning collective agreements, health insurance, compulsory schooling for the children etc).

b. Linguistic education: tests already carried out in Vorarlberg, in which guest workers were offered, on the premises of the firm, courses of German during the paid working hours have shown that, by the acquisition of technical terms, the training period for the specific skill could be used to a greater advantage. However, in some areas doubt is expressed against this procedure since, as experience has shown, guest workers, after having acquired a command of the language and a certain measure of skill in the specific vocation, tended to leave for the Federal Republic of Germany or for Switzerland on account of better wages.

c. Information of the Austrian population concerning the economic necessity of employing guest workers in Austria and concerning the social situation in the countries of origin which induces migrant workers to earn their living in foreign countries.

d. Improvement and public supervision of the housing conditions of the migrant workers. Experience has shown that a permanent flat, meeting minimum requirements concerning living conditions, and a milieu conducive to the well-being of the family tend to decrease the high rates of fluctuation (eg in Vorarlberg in 1971 71.5 per cent!, in 1972 66.9 per cent; on a federal average 30 to 40 per cent).

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(1) From September 1973 in various regional programmes (Vienna, Innsbruck); new short bulletins in Serbo-Croatian.

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e. Extended offer of possibilities for the use of leisure time: Vorarlberg, for instance, can boast of as many as 16 Yugoslav and one Turkish football teams which - supported by the Federation of Trade Unions - arrange regional football competitions. Youth organisations and charity institutions in the federal provinces have for some time already been organising sports and cultural events of all kinds for migrant workers, as well as entertainments, dances, joint trips. It could be imagined that families of migrant workers might also be invited to participate in events which are traditionally reserved to the local population.

2. Schooling and education of migrant workers' children

a. Pre-school education

No comprehensive study exists. As far as is known, the number of children involved is extremely low (approximately one per cent of the children registered in kindergartens and day nurseries in Vienna and Tyrol, on a federal average certainly only about 0.5 per cent). Only in cases where several migrant workers' families live in company-provided settlements, these factories also provide for their own kindergartens, in which, however, the children of the migrant workers and the Austrian children are jointly cared for. This has the advantage that, in most cases, these children enter primary school with a sufficient command of German as it is colloquially spoken. In the whole of Austria migrant workers' children are accepted into the kindergartens and day nurseries on the same terms as Austrian children.

b. Children of full-time compulsory school age (7 to 15 years old)

According to Austrian legislation, migrant workers' children who permanently live in Austria and complete their sixth year of age before 1 September of a calendar year have to attend compulsory schools. However, if the child completes his or her sixth year of age between 1 September and 31 December of a calendar year, he or she is not yet compelled to attend school. Such a child, though, is accepted into a school if the child shows sufficient physical and mental maturity and if there is a vacant place in the school. General compulsory schooling lasts 9 school years. For the attendance of a public school no school fees have to be paid in Austria. The assignment of a child to a certain grade is determined by the latest school report and the age of the child. If the respective child does not yet show a sufficient command of

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German, it may, for the time being, only temporarily be assigned to a certain grade. The assignment to a grade on the basis of the child's age only would take little or no regard of the school career passed in foreign countries. For this reason efforts are being made that every child procure some proof of past school attendance and the most recent school report. This information has been made known to all foreign workers in the form of a leaflet published in 1972 by the Federal Ministry of Education and Arts in 5 languages, which has been handed out both by the labour recruitment centres at Belgrade and Istanbul and by all labour exchange offices, firms and revenue offices.

Frequent change of residence on the part of migrant workers' families as well as the compulsion to give to their children, though being compelled to make them attend school, other, seemingly more useful tasks than those of acquiring an education - these factors not only lead to an irregular school attendance but also to the fact that approximately 25 to 50 per cent of the children in Austria that have to attend school do not attend a compulsory school at all. Since neither the institutions of health insurance, nor the financial administration, nor the registration offices separately register the children of migrant workers and, thus, are unable to determine them statistically, the educational authorities only partly succeed in spotting children who are under the compulsion to attend school but are deliberately kept away from school. In individual cases social workers, school heads, or policemen visited the respective parents in their homes to acquaint them with their legal duties.

Quite generally it can be said that the contacts between school and guest workers are very small indeed. The difficulties in adjustment which children have on account of social reasons (wrong modesty because of bad clothing; inadequate school success on account of sub-human living conditions; insufficient school attendance because of compulsion to look after other children in the family etc) are aggravated by the main difficulty of the insufficient command of German: the child cannot follow instruction, he or she becomes restive and thus disturbs instruction. For this reason voluntary language courses for compulsory school children have, for the time being on a private basis (Youth Red Cross), been carried out for several years. For approximately 2 years promotional instruction in German has largely been given within the scope of the instruction by the class teacher. Only in cases where there is known to be a sufficiently large number of migrant workers' children in a limited area promotional courses in groups up to a maximum of 12 children are being carried out in the form of so-called scholastic experiments. The greater the dispersion of the

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migrant workers' lodgings in a federal province and the greater the differentiation in age of the children in a certain community, the more difficult it becomes to carry out a purposeful promotion. Just as is the case with the adult migrant workers, the attendance of the language courses organised on a voluntary basis decreases in the course of time. Thus, linguistic promotion, in the first place, depends on the engagement of the teachers and on the interest of the children's parents. Additional difficulties arise with children who either arrive as illiterates (these have to be offered basic education in a first form) or who only know the Cyrillic alphabet.

For reasons of principle no plans are being made to create separate classes for migrant workers' children, though these would certainly create optimum possibilities of promoting such children in their mother tongue.

The integration of the children into the normal class units, ie together with the Austrian children, results in a positive educational and linguistic influence. It can be noticed that, particularly up to the 11th and 12th years of age, children quickly learn the German language and adjust themselves to customs and forms of behaviour. By this a ghetto formation is prevented. The question raised by various sides as to further training in the respective mother tongues has, so far, not been clarified. But this will also be possible only in areas where there are many migrant workers' children with the same mother tongue. Migrant workers who no longer have the intention of returning to their home countries (an extremely small percentage) show little interest in additional instruction in their mother tongue.

It is the 13 to 14-year old illiterates who constitute a particular problem. One cannot really assign them to, or promote them, in a primary school or a general special school. In most cases, these adolescents loiter around without any supervision, and there is the danger of their coming into a criminal milieu. For these pupils a separate form of instruction would have to be organised which, in addition to a course of German, provides instruction at least in reading and writing.

c. Young people over the age of 15

In so far as migrant workers' children want to enter a vocational school, they can be accepted on the same terms as Austrian children provided that they are able to follow instruction in German also in the specialist and technical subjects. As a rule, the child will have to try and attain the necessary knowledge and abilities in the

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general school attended before. The same principles apply to the post-secondary field. With young people the interest in learning and in further training also depends upon whether they intend to return, in the future, to their home countries, or whether they want to remain in Austria. pupils who are trained as apprentices in Austria will be able to show a complete vocational training when, at a later date, they return to their home countries and will, by this, certainly achieve a better social status. If they remain in Austria they will have to hold their own compared to the Austrians in vocational competition.

B. LEGISLATION

Acts and decrees regulating the initial and further training of migrant workers and their children

Arbeitsmarktförderungsgesetz (Labour Market Promotion Act), Federal Legal Gazette No. 31/1969, as amended. Federal Legal Gazette No. 173/1973 of 21 March 1973. (The provisions of this Act are also applicable to foreign workers.)

Schulpflichtgesetz (School Attendance Act), Federal Legal Gazette No. 241/1962 of 25 July 1962, as amended.

Decree by the Federal Ministry of Social Administration of 27 July 1972, No. 34.021-III/15/72. This decree lays down the general conditions for the inclusion of foreign workers into the promotional measures according to the provisions of the Labour Market Promotion Act and puts promotion on a basis which is to be uniform for all kinds of subsidies and allowances (amongst other things training allowance for apprentices and educational allowances).

Decree by the Federal Ministry of Social Administration of 12 April 1972, No. 35.803-VII/17/1973. This decree regulates the granting of allowances and subsidies to private enterprises to alleviate the costs arising for the enterprise from the compensatory training of Yugoslav workers who, according to an arrangement between the Federal Chamber of Trade and Industry (Bundeskammer der gewerblichen Wirtschaft) and the Yugoslav labour market authority, have been trained in certain skills in Yugoslav training centres, the costs being borne by the Austrian companies.

Concerning education at school all Austrian education acts and decrees also apply to foreign children permanently living in Austria.

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International agreement:

On 6 December 1972, at Dubrovnik, a skeleton agreement concerning the specialist training of Yugoslav workers was concluded between the Federal Chamber of Trade and Industry (Bundeskammer der gewerblichen Wirtschaft) and the "Yugoslav Federal Bureau for Employment Matters". It contains the prerequisites and modalities on the basis of which, according to the individual training contracts with interested Austrian companies, a specialist training of Yugoslav workers is organised in Yugoslav training centres. On the basis of this skeleton agreement, programmes have been drawn up, in co-operation with the Yugoslav authorities, for the training of workers in the building and metal trades.

C. RESEARCH AND EXPERIMENTATION

a. Studies carried out concerning the problem of migrant workers:

1. "Jugoslawische Gastarbeiter in Wien" (Yugoslav Migrant Workers in Vienna), motivation study, IFES 1971 (1)

2. "Türkische Gastarbeiter in Wien" (Turkish Migrant Workers in Vienna), motivation study, IFES 1971

3. "Regionale Verteilung der Gastarbeiter in Wien" (Regional Distribution of Migrant Workers in Vienna), total survey, IFES 1972

4. "Einstellung der Wiener Bevölkerung zu den Gastarbeitern" (Attitude of the Viennese Population towards the Migrant Workers), motivation study, IFES 1972

5. "Cost-Benefit Analyse", IFES 1973

6. "Gastarbeiter" (Migrant Workers), Dr. Fessel Institut für Marktforschung, Vienna 1972

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(1) IFES = Institut für empirische Sozialforschung Wien (Institute of Empirical Social Research, Vienna)

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b. Current projects in Vienna in 1973:

1. "Integrationsbereitschaft und möglichkeiten der jugoslawischen und türkischen Gastarbeiter in Wien" (Willingness and Possibilities for Integration of the Yugoslav and Turkish Migrant Workers in Vienna), sample survey, motivation study

2. "Strukturdaten und regionale Verteilung der Gastarbeiter in Wien" (Structural Data and Regional Distribution of the Migrant Workers in Vienna), total survey 1973.

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PART 2

STATISTICS

Migrant Workers in Austria

(Based upon statistics of the Ministry of Social Administration)

At mid-August 1973 already 244,411 migrant workers were counted in Austria! This is by 40,027 persons or almost 20% more than in the August of the previous year. These figures only contain persons legally employed. The share of migrant workers in the total number of workers (2,634,590) is almost 10%.

147,859 foreigners (60.5%) are accounted for by the migrant workers' quota, 51,815 foreigners (21.2%) were granted the permission to work after the quota had been exhausted, and 44,737 (18.3%) on the basis of the "normal procedure" (ie in branches of industry for which no quotas were agreed upon). The greatest part of the migrant workers can be found in the metal industry, in the building trade, and in the textile industry. Yugoslavs (192,405) constitute the largest quota, followed by the Turks (29,002).

Federal province	August 1973	August 1972
Vienna	91,981	76,440
Lower Austria	28,532	24,763
Upper Austria	27,777	22,175
Vorarlberg	25,896	22,988
Salzburg	20,442	20,350
Styria	19,019	13,436
Tyrol	18,793	15,693
Carinthia	10,462	7,358
Burgenland	1,509	1,181

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Foreigners employed, on the basis of nationalities, at mid-April 1973

Nationality		
1. Yugoslavia	159,257	77.7 per cent
2. Turkey	23,871	11.6 per cent
3. Federal Republic of Germany	5,748	2.8 per cent
4. Italy	1,595	0.8 per cent
5. Greece	633	0.3 per cent
6. Spain	300	0.1 per cent
7. Other countries	13,647	6.7 per cent
Total	205,051	100.0 per cent

Pre-school education

Since statistical data are lacking in this field, no relevant statements can, at the moment, be made concerning the entire federal area. In Vienna, in the year 1972, 431 children of migrant workers were counted in municipal kindergartens or day nurseries, ie 1.7 per cent of the total number of children registered in these institutions in Vienna. In Tyrol the respective figures in 1971 were 106 children, as compared to a total of 11,289 children registered in kindergartens and day nurseries, ie approximately one per cent.

Compulsory education (1st to 9th grades)

The increase in the number of migrant workers' children as a whole is very rapid in the whole federal area. The federal provinces adjoining Yugoslavia show a negligible share of school children of migrant workers, although, even in these provinces, the number of migrant workers in employment is quite considerable. These workers, however, spend only their working days in Austria and hardly ever bring along their families. School statistics of the year 1972 (15 May 1972) show the following figures.

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Mid-May 1972

Federal province	Migrant workers' children in compulsory schools	Migrant workers
1. Vienna	1,600	75,778
2. Lower Austria	476	23,961
3. Vorarlberg	434	22,507
4. Upper Austria	253	21,633
5. Styria	248	12,639
6. Tyrol	151	14,418
7. Salzburg	139	18,326
8. Carinthia	38	6,679
9. Burgenland	9	1,130
	3,348	197,671

A complete and comprehensive survey including the entire federal area - classified according to the various mother tongues - has so far not been carried out for the simple reason that, on account of missing legislation in the various federal provinces, migrant workers' children are not shown up separately. Several provincial governments reported that the determination of figures with such an accuracy would take a longer period of time; since the distribution of migrant workers over numerous smaller villages, the frequent changing of jobs and, connected with this, of the residence of the family extremely impede an accurate determination of and a continuous care for these migrant workers, an amount of work would be required which, at present, does not yet seem justified.

Vienna, with the largest share of foreign workers, also shows the highest number of migrant workers' children. In April 1972, the municipal authorities of Vienna published (in "Mitteilungen aus Statistik und Verwaltung der Stadt Wien", year 1972, No. 2) the following statistical survey, which is to be quoted in this context as representative for a - still lacking - all-Austrian survey.

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District	Migrant workers		Percentage of migrant workers (1) in the residential population (2)	Migrant workers' children (3)		Migrant workers' children in compulsory schools	Percentage of migrant workers' pupils in total number of pupils
	Yugosl.	Turks		Pre-school	Compulsory school		
1	626	41	2.65	36	30	25	2.71
2	2,956	290	3.16	220	248	205	2.90
3	3,209	628	3.76	235	333	199	3.53
4	804	81	2.23	63	81	73	3.17
5	1,952	285	3.71	165	170	78	2.96
6	1,078	190	3.78	70	85	79	4.65
7	1,144	208	3.74	75	94	62	4.19
8	802	72	2.90	62	52	38	2.98
9	1,792	101	3.47	121	134	95	4.24
10	2,862	660	2.30	198	184	142	1.21
11	1,210	167	2.40	70	82	122	2.14
12	2,302	277	3.02	167	170	95	1.81
13	1,076	51	1.98	55	52	62	1.89
14	3,021	258	4.04	158	182	109	2.26
15	3,156	226	4.29	238	254	141	3.90
16	3,280	312	3.56	280	293	201	3.48
17	2,454	257	4.90	201	226	129	3.79
18	1,656	157	3.07	122	152	131	3.07
19	1,334	128	2.02	92	96	67	1.71
20	1,493	222	2.10	128	162	113	1.84
21	1,935	287	2.11	108	83	78	0.70
22	2,549	266	3.53	114	150	86	1.15
23	3,328	367	5.74	110	138	77	1.21
Vienna	46,019	5,531	3.19	3,088	3,451	2,418	2.24

(1) Yugoslav and Turkish, including family members.

(2) District results of the 1971 census.

(3) Yugoslav and Turkish.

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The survey shows that the families of migrant workers with children particularly live in districts with a large share of old houses. A study made in the spring of 1972, concerning the migrant workers' children compelled to attend school, estimates that the migrant workers of Vienna make only 60 per cent of their children attend school. It may be assumed that the stricter observance of compulsory school attendance is limited to those families intending to stay in Austria for a longer period of time.

Age classification and grades of the migrant workers' children attending compulsory schools in Vienna (October 1971)

Year of birth	Pupils in grade								
	1	2	3	4	5	6	7	8	Total
1965	190	-	-	-	-	-	-	-	190
1964	194	97	3	-	-	-	-	-	294
1963	67	141	82	2	-	-	-	-	292
1962	28	99	123	60	-	-	-	-	310
1961	10	36	124	109	23	-	-	-	302
1960	2	8	49	102	84	28	-	-	273
1959	-	7	20	40	93	73	17	-	250
1958	-	1	5	21	63	82	63	15	250
1957	-	-	-	7	20	40	74	68	209
1956	-	-	-	-	-	5	17	23	45
1955	-	-	-	-	1	1	-	1	3
Total	491	389	406	341	284	229	171	107	2,418
Primary school pupils	477	374	381	321	-	-	-	-	1,553
Special school pupils	14	15	25	20	32	12	9	6	133
Upper primary school pupils	-	-	-	-	252	217	162	101	732

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On the basis of this survey, at the beginning of the school year 1971/72 384 6-and 7-year old migrant workers' children were accepted into the first grade of basic schooling, 95 "first-graders" were 8 and 9 years old, 12 already 10 and 11 years old. According to their school age or a back-grading 238 children were classified as belonging to the second grade, 135 were one or 2 years older, 16 even older than that. The respective figures for the third grade were 208, 173 and 25, and in the last primary school grade 171, 142 and 28 migrant workers' children. This means that 1,001 foreign general primary and special primary school children, ie 62 per cent, were graded according to their school age.

On the upper primary school level this grading result has definitely deteriorated on account of the fact that educability decreases with increasing age. In the first upper primary school form (including special upper primary school) 107 children were graded approximately on the basis of their school age, 156 were one or 2 years older, 21 were 3 years older. The respective figures for the second form were 101, 122 and 6, for the third form 80 and 91, and for the fourth and last upper primary school form 83 and 24 migrant workers' pupils. This means that, in the upper primary school, only 47 per cent of the migrant workers' children have been graded approximately according to their school age. In addition to this, they show the extremely unfavourable ratio of 132 to 600 pupils between the first and the second stream. As compared to this, 15,264 of the Austrian pupils were in the first stream and 16,751 in the second stream. The figures show that more than half (57 per cent) of the foreign workers' children, observing their compulsory school attendance, could be graded approximately according to their school age.

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PART III

DOCUMENTATION

BIBLIOGRAPHY

(relevant publications of the last years)

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"Man hat Arbeitskräfte gerufen, und es kommen Menschen ..." (Labourers were called and human beings have come), Österr. Kolpingblatt, Vol. 31, No. 5/1971.

"Merkblatt für ausländische Arbeitnehmer mit schulpflichtigen Kindern" (Notice sheet for foreign workers with compulsory-school children), Federal Ministry of Education and Arts, 1972.

"Öffentliche und private Aktionen für ausländische Arbeitnehmer im Bundesland Wien" (Public and private campaigns for foreign workers in the federal province of Vienna), Int. Sozialdienst, not dated.

"Hilfe für kleinen Kolarić"(Help for the small Kolarić), IBF weekly magazine, 11 May 1973, Vienna.

"Schulpflicht für Gastarbeiter" (Compulsory school attendance for foreign workers) in "Schulreform" (School reform), May 1972, 9th special supplement to the Wiener Zeitung, p. 3.

"Report": Jugend, Jugendarbeit und Jugendforschung in Österreich (Youth, youth work and youth research in Austria), Vienna, Vol. 1972, No. 11.

"Gastarbeiter in Österreich" (Guest workers in Austria) (Report on the 3rd Austrian Conference for Social Work, 16 to 18 November 1971) Vienna, Verlag Jugend und Volk, 1972.

"Die jugoslawischen Gastarbeiter in Westeuropa", BAUER Ernest, in "Der Donauraum", No. 15/1970, pp. 140-151 (The Yugoslav guest workers in Western Europe).

"Das Fremdarbeiterproblem in Innsbrucker Textil- und Bekleidungsbetrieben" (The problem of foreign workers in the Innsbruck textile and clothing industry), RAUTHER Franz, Innsbruck, Wagner'sche Univ. Buchh., 1972.

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In addition to these publications, the following journals occasionally also contain contributions to the subject "migrant workers":

"Der gerade Weg" Organ of the "Moslem Social Service in Austria",

"Die Aussprache" Wiener und Niederöst, Volkswirtschaftliche Gesellschaft, Vienna,

"Die Zukunft", socialist political, economic and cultural journal, Vienna,

"Die Wochenpresse", Wien,

"Freie Lehrerstimme", Association of Austrian Socialist Teachers,

"Tiroler schule" technical journal of the Association of Tyrolean Catholic teachers, Innsbruck,

"Wiener Lehrerzeitung" Organ of the Association of Catholic Teachers of Vienna,

"ZV-Mitteilungen" of the Central Association of Socialist Teachers in Vienna.

Foreign-language newspapers and journals for migrant workers:

"Naŝ list" newspaper of the Austrian Industrialists' Association, Vienna,

"DANAS" independent newspaper for Yugoslavs in Austria, published by ITEMA G.m.b.H., Vienna,

"VECER" newspaper for Yugoslav guest workers in Austria, published by the VECER publishing house at Maribor,

"Schnellbahnspiegel" journal for the passengers in the Vienna suburban railway traffic with information in Serbo-Croatian,

The list does not claim to be complete.

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P R E A M B L E

This preamble summarises measures taken since January 1973 to implement 2 recommendations, which the Chairman of the Committee of Senior Officials' Working Party, Mr Jules Delot, Secretary General of the Department of National Education and French Culture - formulated at its meeting on 30 and 31 January 1973 and which he considers basic, namely:

- effective co-operation, within each ministry and particularly within the Ministry of National Education and French Culture, of all activities relating to immigrants, whatever their nature;

- a permanent, coherent programme of research, the conclusions of which would be widely publicised throughout the countries of Europe.

Was anything done to implement these projects in Belgium in 1973?

There follows a brief account of the current situation in the Ministry of National Education:

The French-language Minister of National Education has authorised the creation of a Departmental Co-ordinating Committee, which is composed of:

- officials from each of the general directorates of education or embodying an educational sector;

- general inspectors of education at all levels;

- representatives of regional (in many cases provincial) services set up for the reception of immigrants;

- an observer from the Dutch-language department;

- and, in the near future, an official from the Ministry of Employment and Labour.

This committee is chaired by the Secretary General (secretarial services for the committee and the relevant documentation are provided by the General Secretariat).

The composition of this committee makes it possible to collate all the documentary material on relevant initiatives, the reports of experts appointed to carry out given tasks, other ministries' projects in the field of housing, health, etc. The Chairman, assisted by an alternate member, also sits on the National Advisory Council on Immigration, under the Ministry of Employment and Labour, which brings together representatives of all the ministerial departments and bodies concerned with immigration.

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This departmental committee provides a forum for reports on initiatives taken by provincial groups, which are extremely active in Belgium.

It prepares proposals for submission to the Minister and keeps in constant touch with the other ministries.

Two meetings have already been held and these will lead on to the holding of meetings every 3 months in 1974. What questions were discussed?

a. a report on the work of the ad hoc Working Party of the Committee of Senior Officials (Strasbourg, 30 - 31 January 1973);

b. a report on the conclusions of the International Children's Centre, Paris (Belgian communication on immigration policy);

c. the initiatives which had led Mr Glinne, Minister for Employment and Labour, to include the 2 delegates for national education (Dutch and French) in the Advisory Council on Immigration;

d. participation in the establishment of an ASBL, a reception centre for Brabant, so that every province (at least the French-speaking ones) may have its own organisation;

e. reports on
   - the question of study fellowships
   - vocational training
   - a comparative study of legislation in various countries

f. preparatory work on answers to the questionnaire prepared by the Committee of Senior Officials;

g. a report on the Liège Colloquy of 10 and 11 October 1973, chaired by the Secretary General, organised by the Liège provincial reception service and devoted to the teaching of French to migrant workers and their children.

The Departmental Co-ordinating Committee is to study the following points, which came to light at the Liège Colloquy (see conclusions, in the Appendix):

- making teachers aware of the need for information on the socio-cultural backgrounds of immigrant children
- revision of schooling standards in mixed classes
- creation of a permanent research committee
- the need to ensure that children continue to use their mother tongues.

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In a very short time, a climate has emerged which seems likely to lead to improvement in methods, to promote a valid policy on behalf of immigrants and to counter any prejudicial discrimination by trying, wherever possible, to bring individuals and families closer together.

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PART I

POLICY, LEGISLATION, RESEARCH AND EXPERIMENT

INTRODUCTION

GOVERNMENT IMMIGRATION POLICY IN BELGIUM

A. BACKGROUND

In Belgium immigration is by no means of recent date. Among those immigrants who, in the course of history, have settled in Belgium were the French master-printer, Plantin, glass-makers from Italy and Lorraine, a German tin manufacturer, an Englishman, John Cockerill, who founded the metal industry in Liège, and various Frenchmen to whom we owe the glassworks of the Saint-Lambert Valley.

Welcomed with open arms, these "immigrants" helped to promote the development of our economy and were rapidly "assimilated" because they came from surroundings of a high socio-cultural level.

When the first census was taken in 1890 there were 171,000 foreigners in Belgium, most of them from adjacent countries.

From the end of the Second World War up to 1964, immigration trends were largely governed by the need to supply the coal industry with the tens of thousands of workers which it required; this led to an influx of Italians, Greeks, Spaniards, Turks and Moroccans.

Under the Benelux agreements, workers from the 3 countries in question no longer required work permits after 1 November 1960.

Distinctive trends emerged between 1962 and 1967:

a. first of all, our country underwent a period of economic expansion and manpower was needed in every sector - throughout the country and not solely in Wallonia;

b. an important factor was the adoption by the EEC, on 16 August 1961, of the first measures to ensure free movement of manpower within the Community. In April 1964, Regulation 38/64 enabled nationals of member states to be granted work permits virtually automatically and facilitated entry into the country;

c. a growth in national awareness, both in human and social terms, accompanied this economic development and led in turn to improvement of reception and settlement services.

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On 19 May 1971, following student unrest in 1970, the Ministry of Justice set up a committee to study the status of foreigners in Belgium and review the Act on Police Supervision of Foreigners (relating to the entry, residence and settlement of foreigners in Belgium). The aim is to provide a clearer picture of the rights and duties involved and make it possible for foreigners to obtain redress against unfavourable decisions.

B. DEFINITION OF INTEGRATION

Integration is "co-operation" between the receiving community and immigrant communities so that each of them may develop its own values, promoting closer relations for the pursuit of common objectives.

C. EXISTING BODIES

a. An Advisory Council on Immigration was established by Royal Decree on 12 July 1965 and attached to the Ministry of Employment and Labour. It includes representatives of all the relevant ministries and other bodies.

b. Municipal Advisory Councils (26 for the time being, some at an embryonic stage; one has just been established at Liège).

c. Regional Reception Services, whose prime concern is the reception, integration and welfare of migrant workers and their families, take a hand in the framing of general reception policy in all spheres, since they are represented on the Advisory Council on Immigration. They constitute a strong, unified group and one of their main initiatives has been, as part of the annual immigrant week which they organise together, to prepare a joint manifesto on the socio-vocational and civic aspects of immigration. This manifesto was submitted to the Belgian Government and now provides a basis for the work of the Advisory Council on Immigration.

D. STATISTICS

Migration trends and the national origins of migrants (period: 1961-70)

a. the number of Italian immigrants continues to be very high, but their relative importance is decreasing: 44.12% to 36.48% (200,086 - 261,224)

But: the number of foreign immigrants from outside the EEC is growing.

b. the number of Spaniards has increased fivefold: (from 16,009 to 78,169) (3.53% to 10.92%)

c. the number of Greeks has more than doubled: (from 9,797 to 23,619) (2.16% to 3.29%)

d. the number of Turks and Moroccans has increased from 1,000 to 12,261 and 43,003 respectively.

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The following table summarises the situation:

Nationalities	Total foreign population resident in Belgium			
	on 31.12.1961 (census)		on 31.12.1970 (estimate)	
ITALIANS	200,086	44.12%	261,224	36.48%
Other EEC	133,414	29.43%	170,496	23.79%
Total EEC	333,500	73.55%	431,720	60.27%
SPANIARDS	16,009	3.53%	78,169	10.92%
GREEKS	9,797	2.16%	23,619	3.29%
TURKS	320	0.07%	16,261	2.28%
NORTH AFRICANS	867	0.18%	43,006	6.02%
OTHER NATIONALITIES	92,993	20.15%	132,462	17.22%
Total third countries	119,986	26.45%	284,517	39.73%
Grand total	453.486	100%	716,237	100%

In 1971 the number of workers of foreign nationality was approximately 200,000.

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P O L I C Y

In recent years Belgium has relied heavily on foreign manpower. As a popular host country, Belgium has striven to facilitate integration of immigrants, particularly through education.

The children of migrant workers receive the same treatment as Belgian children (during the pre-school period and throughout the period of compulsory schooling). Such differences as may arise, undoubtedly militate in favour of the migrants. These features are brought out in the chapter on "LEGISLATION".

Adult immigrants are given an opportunity to learn one of the 3 national languages of Belgium. Courses are available to promote their social advancement, language programmes have been instituted for them on television and audio-visual and other special methods have been introduced for them.

Their main difficulties are due to inadequate knowledge of the language of the region where they have settled, to the problems which arise when they change jobs and move from one language-region to another and, in many cases, to their unfamiliarity with Belgian law and the functioning of the educational system.

Provincial and local services, trade unions, mutual aid societies and political parties are all trying to provide assistance.

When a migrant worker arrives in Belgium, it is not generally known whether he intends to take up permanent or temporary residence. He himself is not in a position to decide.

One must therefore decide whether to aim at total and intensive integration or, to keep the culture of the country of origin alive and provide education in the mother tongue.

Schools are widely available to organisations or those who wish to provide, outside normal classroom hours, educational or cultural facilities consonant with the country of origin.

The content of such courses is left entirely to the discretion of the organisations concerned. The Ministry of National Education exercises no supervision, merely encouraging the use of school premises, with heating, lighting and upkeep provided free of charge

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Owing to the many nationalities involved, it is hard to devise a co-ordinated programme of action to satisfy all the language groups (some municipalities have migrants of more than 90 different nationalities. The measures referred to above consequently benefit only the larger national (or linguistic) groups.

The chapter on "LEGISLATION" tries to throw as much light as possible on the schooling of migrants in Belgium.

L E G I S L A T I O N

A. GENERAL REMARKS: Legal provisions and regulations applying to all children, including the children of migrant workers.

1. Pre-school level

Article 28 of the co-ordinated legislation on primary education (Royal Decree of 20 August 1957) stipulates that:

> "The municipality may establish one or more nursery schools and organise the appropriate educational facilities to be provided therein.
>
> Where there are 35 children between 3 and 6 years old, the CROWN may, at the request of heads of family, order the municipality to provide pre-school education facilities."
>
> "In case of necessity, the CROWN may authorise two or more municipalities to co-operate in establishing and running a nursery school."

Municipalities have made extensive use of the facility granted them.

The state may also set up nursery schools under Article 3 of the Act of 29 May 1959 which stipulates:

> "The state shall be responsible for nursery schools and primary education (.....)
> and shall, where the need arises, set up the institutions and sections required for that purpose."

Article 17 of the Belgium Constitution guarantees FREEDOM OF EDUCATION. This means that private persons may also set up schools eligible for financial assistance from the state:

> "It (the state) shall subsidise (.....) educational institutions and sections of educational institutions which satisfy the standards laid down by law and are organised by the provinces, municipalities (.....) and other public bodies and private persons." (Act of 29 May 1959, Article 3).

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This highly liberal approach to education means that Belgium is abundantly provided with nursery schools. These are open to foreign children in the same way as to Belgian children. It should be noted that state-organised or state-subsidised educational facilities are invariably free of charge.

There are at present 2,359 municipalities in Belgium, with 5,479 nursery schools comprising 17,239 classes and including:

- 2,387 state establishments or 13.85%
- 23 provincial establishments or 0.13%
- 4,991 municipal establishments or 28.95%

in other words, 7,401 official establishments (42.93%)
9,838 independent subsidised establishments (57.07%).

To these must be added independent unsubsidised schools (which may be fee paying).

Although kindergarten attendance is not compulsory, children attend spontaneously. Comparison of the number of children in the age groups which correspond to each of the 3 kindergarten years with the number of children enrolled in nursery schools, shows the following proportion of enrolments (1):

87% in the first year;
96% in the second year;
99% in the third year.

Attendance at kindergarten has thus become a firmly established tradition. This is an important factor in the light of the fact that it is at this age that a child can most rapidly and effectively adapt itself to a new language. Primary school teachers all agree that in primary school the linguistic difficulties of migrant workers children who have spent 3 whole years in kindergarten are no greater than those of Belgian children.

Regular attendance at kindergarten has been encouraged for children under the age of three. This helps to establish a link between the crèche (and the so-called "pre-nursery school" classes) and the kindergarten proper. The ministerial circular of 10 September 1969 concerning children who have reached the age of 2 1/2 by 1 September shows how these children can be taken into account in calculating grants to cover salaries and running costs.

The number of children under 3 years of age is steadily increasing in schools.

We may point out in passing that the pre-nursery school classes are not subsidised by the Ministry of National Education, but by the National Child Welfare Office.

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(1) Which does not, however, mean that school attendance has been regular.

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Migrant workers are personally encouraged to send their children to a nursery school.

This recommendation is generally followed, although some migrants prefer to keep small children at home, just as they did in their countries of origin.

The fact that nursery school enables both parents to go to work and that their children are eligible for social benefits, mid-day meals, day and evening nurseries, socio-cultural activities on Wednesday afternoons, etc) encourages parents to allow their children to attend school. It is not unusual for children to spend 12 consecutive hours at school every day!

It should be emphasised that foreign children are everywhere treated in exactly the same way as Belgian children.

2. Compulsory schooling level

Compulsory schooling was introduced in Belgium by the Act of 19 May 1914.

Article 1 of the Co-ordinated Legislation on Primary Education (Royal Decree of 20 August 1957) stipulates that:

"Heads of family are obliged to give their children, or to see that their children receive, a suitable primary education (.....)."

Article 3 states:

"Compulsory schooling extends over an 8-year period."

In effect, this means that all children between the ages of 6 and 14 years must attend school.

Primary education is organised in accordance with the same principles as those mentioned in respect of kindergarten. It is similarly free of charge.

The enforcement of compulsory schooling presents difficulties:

1. Many of the numerous foreign parents employed in the European Communities in Belgium or in embassies there do not realise that they come under the law of compulsory schooling. It is difficult to ascertain whether their children have been duly registered for school attendance. The special schools set up for foreign children (eg Deutsche Schule, English School, American School, European Schools, French Lycée etc) receive no government aid.

   In some cases, the children of embassy staff, although resident in Belgium, are educated in their countries of origin. However, despite a certain amount of inevitable administrative "red tape" these questions are invariably settled in a satisfactory way.

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2. As a rule, migrant workers have very little knowledge of Belgian school legislation and retain in Belgium habits they have acquired in their countries of origin. Families from isolated villages, where no schooling facilities exist, are astonished to find themselves facing legal pressure to send their children to school. Older girls, in particular, are kept at home to do the housework and look after younger children. Their attendance at school is a source of recrimination.

Furthermore, for all who wish to work and earn a living, the 14th birthday cannot come soon enough. Under Belgian law, a child must have spent 8 years at school. This is not necessarily the case with the children of migrant workers and it is difficult to obtain precise particulars of their past schooling (1). Grave penalties are incurred by employers who take on adolescents who have not completed their compulsory schooling.

Fortunately, the relevant legislation stipulates that parents who contravene the school attendance law must be warned before proceedings are taken against them or penalties imposed. Issued in French, Dutch or German, these warnings are, unfortunately, not always read .... or understood! As a result, the proceedings taken by the Public Prosecutor's office are usually against foreigners, rarely against Belgians. This should not be looked upon as discrimination, but simply as a result of migrants being inadequately informed (2).

3. Senior Secondary level (general, technical or vocational)

Secondary schooling is available to the children of migrant workers in the same way as to Belgian children.

Obviously, higher education studies can be pursued to advantage only by foreign adolescents whose previous schooling has enabled them to acquire a sound knowledge of French or Dutch. This applies in particular to Belgian-born migrant workers' children who have received all their schooling in the same linguistic region.

The position of children in the 12 to 15 age group (or over) who arrive in Belgium without knowing one of the national languages is disquieting. No provision is made for them in the full-time education system (full-time day courses).

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(1) Hence the usefulness of the school career record established by the Council of Europe.

(2) See Council of Europe - Committee of Ministers - Resolution 70 (35) of 27 November 1970: V.B.1.

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At the very most, schools which provide remedial education can - if they have sufficient staff - find places for these children in an observation class (a reception class for foreigners, a transition class for Belgians who find the move from primary to secondary level difficult). Even here, however, it is materially impossible to fill both the language and general knowledge gaps in the case of children who have received no schooling in their countries of origin.

4. Legislation applying from the crèche to the end of secondary schooling

Under the Belgian constitution, the use of languages is determined by law (particulary in Articles 1 to 8 of the Act of 2 August 1963). The linguistic legislation of 30 July 1963 relates to the use of languages in schools.

The country (with a population of 9,695,379 inhabitants on 31 December 1971) is divided into 4 language regions:

a. the Dutch language region (5,451,329 inhabitants, or 56.23%)

b. the French language region (3,106,939 inhabitants, or 32.05%)

c. the German language region (62,385 inhabitants, or 0.64%)

d. the Brussels metropolitan administrative area (1,074,726 inhabitants, or 11.08%).

The law stipulates that teaching shall be provided in the language of the region. Only in the Brussels metropolitan area are heads of family free to decide whether their children shall be taught in French or in Dutch. The linguistic legislation applies both to foreign and to Belgian children.

A more flexible system is used in German-speaking municipalities and in a few bilingual municipalities on the language frontier.

Foreigners whose language is radically different from French or Dutch (as in the case of Yugoslavs, Poles, Greeks, Turks, Moroccans, Pakistanis), find it equally difficult to learn either of the national languages.

Foreigners of [redacted] language origin (Italians, Spaniards, Portuguese) adapt more easily to French than to Dutch. North Africans and children born in the former French-speaking colonies of Black Africa may well have been taught in French before emigrating. The fact that they are resident in the Dutch language area means that they are obliged to learn Dutch only.

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An additional difficulty arises in the Brussels metropolitan area (Brussels city and its 18 suburbs): whatever the language chosen by the head of family (French or Dutch), the second language (Dutch or French as the case may be) is a compulsory subject from the third year of primary school. This means, for example, that Spanish children in a French class speak Spanish at home and French in the classroom (and street) and learn Dutch from their third year on. Foreign pupils who have already reached a standard equal to or beyond the third-year level at the time of their arrival in Belgium find themselves obliged to learn both national languages simultaneously.

The obligation may, however, be waived in respect of children whose parents work for organisations concerned with international law, embassies, legations, consulates, or institutions recognised as being of an international character. A head of family may ask that his child be exempted from learning the second language, albeit little recourse is had to this possibility.

B. REGULATIONS applicable solely in respect of the children of migrant workers

1. During the period of compulsory schooling

A circular of 15 September 1969 authorising the institution of special accelerated French language courses for migrant workers' children is worded as follows:

"Special teachers for adaptation to the teaching language - Foreign pupils

Article 20 of the Royal Order of 27 October 1966 shall be completed as follows:

a. a course of adaptation to the teaching language not exceeding 3 hours a week, may be organised in ordinary primary schools for stateless pupils and pupils of foreign nationality:

1. whose native or usual language differs from the teaching language;

2. who have been attending a Belgian primary school for less than 3 school years and are consequently not sufficiently conversant with the teaching language to follow the work of the class successfully;

3. whose parents or guardian, though resident in Belgium, are not of Belgian nationality.

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b. This course shall be run by a special certificated teacher.

The course may be held in any school with at least 10 pupils complying with the conditions stipulated in (a) above.

Two classes may be held in schools with at least 21 pupils fulfilling the said conditions.

The number of courses per school may not exceed two. This rule may be waived in special circumstances, provided that the number of courses instituted or subsidised does not exceed one-fifteenth of the number of pupils fulfilling the said conditions.

c. The course shall be held during normal school hours.

The following directives must be observed:

The special courses are chiefly intended for stateless and foreign pupils most recently registered with the Belgian primary education authorities and have only a very limited knowledge (if any) of the teaching language. Foreign pupils who have attended primary school in Belgium for one school year or less will be given preference over those who have been registered for 2 years; the latter will, in turn, have preference over foreign pupils beginning their 3rd year.

The institution, maintenance and duplication of a course will be subject to approval by the appropriate inspectorate of schools.

Requests for exemption submitted by schools must be accompanied by a special report from the inspectorate.

Foreign pupils shall assemble in the room reserved for the special teacher at the hour specified in the timetable.

During the said periods of tuition teachers shall adapt their methods to the group of pupils for which they are responsible.

Steps must, of course be taken to ensure that the said courses do not interfere with the teaching of the other main subjects, which must still be taught fully to both Belgian and foreign children."

The provisions set forth in the circular of 23 October 1969 apply equally to Dutch-language schools. It is to be regretted that too little is made of the facilities so offered.

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The organising authorities adduce, inter alia, the following reasons:

a. individual foreigners among a majority of Belgians adapt quickly (their small number moreover precludes introducing special courses, or to find teachers who are prepared to give only a few lessons a week);

b. where most of the pupils in a school are foreigners (say, between 60% and 95%), the teacher is obliged to adapt his teaching methods (general level and language) accordingly, thereby making it easier to learn the national language and questionable whether additional benefit is to be derived from a special course;

c. it is difficult for a special teacher to establish a full weekly timetable (and thus to earn a full salary) unless the courses are held in schools very close to each other and in accordance with a carefully synchronised timetable. Since these conditions are rarely satisfied, there are very few candidates for posts of this kind (1).

2. After compulsory schooling (and in secondary education)

There are special reduced-timetable classes (formerly "evening classes") to facilitate the social adaptation of adolescents (and adults) who are already working. Some of the courses are designed to improve the pupil's command of the language (French or Dutch, as the case may be) and are organised on several levels (2):

a. elementary: designed to enable pupils to carry on a simple conversation and to understand ordinary texts;

b. practical: designed to improve the pupil's command of the spoken language and to enable him both to write simple letters and to understand more complicated texts;

c. advanced: involving mastery of the spoken and written language.

Only the first level is suitable for foreigners who have no knowledge of the languages spoken in Belgium. These classes may be especially adapted for them under the the title "French (3) for foreigners". In practice, any authority organising courses to promote social advancement may provide courses in French (3) for foreigners. /.

(1) In some regions, the lack of teachers makes recruitment even harder.
(2) Directive ET.Z/F.100 of 12 February 1970.
(3) Or Dutch, according to the region.

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Grants-in-aid are, however, awarded subject to observance of the relevant regulations, of which the principal are: the course shall comprise 240 periods, spread over one or two 40-week years, at the rate of 6 or 3 periods per week respectively.

The intensive course shall comprise 12 periods per week, spread over 20 weeks.

Foreign workers may thus choose between courses, depending on the free time at their disposal. The aim of such courses is in each case to enable the pupil to acquire an elementary knowledge of French.

Since every pupil begins his study of French with the mental structures peculiar to his nationality or original environment (and particularly with an ear which has been strongly conditioned by his mother tongue) and there are frequently many nationalities in the same class - a 12-pupil group may comprise pupils of 10 different nationalities - it was necessary to find some common denominator of approach to learning French (1).
The audio-visual method was found to meet this requirement, providing, as it does, a simple and effective aid to language learning for all pupils. The results obtained in conventional classes are not so good as those achieved by audio-visual means.

At lower secondary level, a course may be instituted when there are at least eight pupils. More than one class may be formed when the number of pupils reaches 31. When a language laboratory is used, an additional class may be formed when there are 16 pupils.

Admission to a course depends on age: applicants must be at least 14 years old; they need have no prior educational qualifications.

Courses of this kind have been instituted mainly in the provinces of Liège, Brabant, Antwerp and Limbourg.

Of the approximately 650 French-speaking workers who have enrolled, 255 have taken intensive courses. Pupils include white-collar workers and foreign students, as well as manual workers.

Although the number of schools providing language courses for foreigners is increasing, there are still not enough of them.

In the Dutch-speaking part of the country, television language courses were introduced. To provide closer, more personal contact between teacher and pupils around the television set, an additional teacher was present at each session and could intervene to supplement the televised lesson.

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(1) Or Dutch, according to the region.

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C. CONCLUSIONS

The legal texts show clearly that all children receive the same schooling; no distinction is made, whatever their nationality or country of origin.

The law-makers have shown particular concern for the welfare of migrant workers' children. It is for the school authorities to ensure that foreign children benefit to the full under the relevant legislation.

D. VOCATIONAL TRAINING OF ADULTS - ACTIVITIES IN 1972

Courses held at the Vocational Training Centre of the National Employment Bureau

These courses were designed to enable pupils to acquire professional qualifications prior to taking up employment.

1. Courses for workers

These are mainly practical; complementary subjects such as mathematics, drawing, technology and industrial safety, are taught in the context of specific industrial projects. These courses are sometimes designed to complete the vocational training of workers, providing them with conversion courses, retraining or further training in the technical subjects which they need for professional purposes.

Training provided in 1972:

- executive draughtsman - general mechanics;
  executive draughtsman - building
- lorry [illegible]er
- mende[illegible]
- knitt[illegible]
- ladder-[illegible]ender
- cutte[illegible]
- stitcher
- head dressmaker
- fitter - mechanic
- machine-tool operator
- sewing-machine mechanic
- motor mechanic
- industrial panel-beater
- coachwork panel-beater
- plumber - zinc-worker
- pipe-fitter - welder
- central heating fitter
- welder
- tool grinder
- household electrician
- industrial electrician
- motor electrician
- carpenter
- cabinet-maker

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- painter-decorator
- mason
- tile layer
- ceiling plasterer
- boxmaker - metalworker
- crane driver
- building foreman
- building machine operator
- building site operator
- restaurant staff
- cable operator

Supplementary courses in:

- metrology
- pneumatic automation
- motor electrics
- plan-reading for metalwork, building and electricity

2. Courses provided in on-the-job training centres

- unilingual or bilingual copy typist (French-Dutch)
- invoice-typist, idem -
- typist on automatic typewriter
- invoicing machine operator
- unilingual, bilingual, trilingual shorthand-typist (French, Dutch, English, German)
- assistant accountant
- adding machine operator
- female perforator and coder
- programmer (elementary and further training)
- salesman (sales methods)
- further training courses for staff in accounts and personnel departments (social and tax legislation, calculation of salaries, application of VAT)
- language courses for hotel staff
- language courses for industrial staff (French, Dutch, English, German)
- elementary level - spoken language
- courses for unilingual, bilingual and trilingual telephone operators.

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RESEARCH AND EXPERIMENT

In Belgium and the other EEC countries there have so far been very few objective studies on the education of foreign workers' children.

We do, however, have precise particulars of the results achieved by these children in their mother tongue at primary school level. Reports for 1964, 1965, 1967 and 1968 on primary school final examinations give comparative percentages in respect of educational backwardness and of results, according to the language spoken in the home, in spelling, silent reading, conjugation and comprehension.

At secondary level, additional information was obtained, from limited sampling, on the performances of foreign workers' children in the 13 to 14-year age group in their mother tongue and in mathematics.

These data show that, even though the average results obtained by these children are below those of Belgian children in technical schools, a veritable élite is beginning to emerge in the second generation - an encouraging sign for the future.

These findings relate only to the children of manual workers: in Geneva, where the foreign contingent is of composite social structure, research by Roller and Haramein has revealed that the school handicap is marked only in the case of the children of manual workers, not in white-collar circles.

During the past 3 years, the State University at Mons has also been doing research, under contract with the Dutch Van Leer Foundation, on the possibility of helping these children to catch up at pre-school level in the Borinage region. A fuller study of the problem would, of course, have to cover other aspects, especially that of integration of young people into the social surroundings and that of relations between generations in immigrant families.

This is a particularly important subject of research and one which was no doubt gone into at the symposium held at Ghent (Belgium) on 24 to 28 September 1973 under Council of Europe auspices. The 4 Belgian basic research projects on socio-cultural handicaps were summarised by Professor Osterrieth of the Free University of Brussels. The following passage may be noted from this document:

"The Mons team has applied itself principally to clarifying and counteracting educational difficulties created by the milieu of socially deprived children between the ages of 3 and 7, many of foreign extraction. Its investigations and action are simultaneously focused on the family and school

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milieux and the interaction of the two. The most needy families have been identified thanks to an overall index of relative deprivation. They can be distinguished by the very modest level of their ambitions and expectations, the parents' limited school attendance, lack of concern for children's schooling and the absence of cultural stimulus. An extensive campaign has been directed towards these families, first of all with film programmes, then by means of parents' meetings, class visits, home talks on educational matters, simple brochures - all with the aim of involving parents more in the educational process."

One may also note one of the conclusions of the Liège Colloquy, held on 10 and 11 October 1973, on the subject of teaching French to migrants and the children of immigrants, namely the recommendation that a research policy be introduced under the aegis and with the active support of the Standing Co-ordinating Committee set up within the Department of National Education and responsible to the Department's General Secretariat.

"Its responsibilities would extend to all levels of education. It would work in close co-operation with the specialised research services in the universities. It would have to take account of the work done by specialists, such as the Council of Europe experts. Obviously, subjects for research and study would be suggested chiefly at the lower levels, ie by those who need them. Experiments such as those which are currently being conducted on methods of teaching French to children and adults could be studied and the specialists could make any changes which might prove necessary, having regard to the socio-cultural groups for which such initiatives are intended and the pupils' level of receptivity."

Two current research projects:

1. The integration of Greek children in Brussels schools

   Research workers: Th Poot and G Laine
   Institute of Sociology, Free University of Brussels
   Completion date: July 1973

2. The pre-school education of socially underprivileged children: research on controlled innovation to benefit Portuguese, Belgian and foreign children

   Research workers: J Durion, J-P Pourtois, J Menu, J Auverdin and N Druart
   Faculty of Psychopedagogical Sciences, State University, Mons
   In progress: to be completed by September 1974.

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PART II

STATISTICS

PART III

DOCUMENTATION

The very detailed statistics and extensive bibliography supplied in Parts II and III, respectively, of the Belgian report are available on request from the

Secrétariat Général
Département de l'Education nationale
et de la Culture française,
Cité Administrative de l'Etat,
Quartier Arcades - Bloc D,
254 rue Royale
1010 BRUXELLES, Belgique.

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A P P E N D I X

EXTRACT FROM THE CONCLUSIONS OF THE LIEGE COLLOQUY

The Chairman (Mr. Jules Delot, Secrétaire Général du Ministère de l'Education nationale et de la Culture française):

"At the close of this colloquy it is not my intention to put before you the text of a resolution. Let us rather reflect together on the reasons which led us to engage in this colloquy and try to agree on principles and guidelines which could be of use to the Ministry of National Education's Standing Departmental Committee in framing its policy.

At the outset we clearly defined the aim of this meeting, devoted to the teaching of French, when we said that 'our intention, in urging that steps be taken to facilitate acquiring a knowledge of the receiving country's language, was not to impose cultural conformity on the immigrant worker at any price. No-one, however, can deny how important a knowledge of the language can be in helping a foreign worker to comply with formalities in the early days of his stay in a new country. At a later stage, knowledge of the language will become an instrument of social progress for both the worker and the members of his family, if they decide to settle down for good. On arrival and in the event of permanent residence, knowledge of the language is of the greatest help to foreign workers in establishing contact with the indigenous population and with the new surroundings in which he has chosen to settle down, either temporarily or on a permanent basis."

Without vainly attempting to impose cultural imperialism, the sole purpose of the colloquy was to consider the methods used in French-speaking Belgium and in other French-speaking countries to help workers and their families acquire a rapid knowledge of the everyday language of the country ...

I will, therefore, put forward only 5 proposals which will, with your approval, take the place of a resolution:

1. In the first place I believe that teachers and, more particularly, future teachers, graduates, form masters and primary and nursery school teachers should be encouraged to acquire a deeper knowledge of the socio-cultural milieux from which immigrant children come. A knowledge of the economic and social situation of these families, of their material living conditions, of their psychology and mentality is essential if the principle of receptivity to teaching is to be applied. This new

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awareness on the part of teachers can arise only as the result of frequent contacts with specialists in social action to benefit immigrants. To make this possible, a series of lectures by specialists in this field might be included in the final year of teacher training. For serving teachers too, appropriate courses, even residential courses, could be organised to provide a forum for a fruitful exchange with specialists in social action, social assistance, nurses and social service staff in permanent personal touch with immigrants.

2. School standards would have to be revised in the case of mixed classes. As a result of Belgian immigration policy, some regions have absorbed workers of different nationalities, and the resulting milieu is therefore extremely heterogeneous. Care should be taken to see that the number of immigrant pupils in any one class does not exceed a given level, since there might then be a risk of the lessons failing to benefit pupils as a whole, whether immigrant or indigenous. Revision of these standards should not aim at the introduction of general, sacrosanct rules, as has hitherto all too often been the case. Why indeed should standards in regions with a large migrant population be identical with those applied in classes which almost wholly consist of Belgian children? Consequently, with a lowering of standards, steps should be taken to set up introductory classes and classes for late beginners in areas with a high proportion of migrant workers. The educational authorities should also take fuller advantage of the regulations providing for the introduction of special French courses in areas with a high immigrant population (ministerial memorandum of 15 September 1969). Lastly, the provision made for introductory classes or special French courses should be extended to post-compulsory education or to secondary level.

3. There is much to be said in favour of a permanent research committee. The committee, whose responsibilities would extend to all levels of education, would work in close co-operation with the specialised research services in the universities. It would have to take account of the work done by Council of Europe experts and other specialists. Obviously, subjects for research and study would, as a matter of course, to a large extent, be suggested at the lower levels, that is to say, by those who need them. Experiments such as those which are being conducted on methods of teaching French to children and adults could be studied and the specialists could make any changes which might prove necessary, having regard to the socio-cultural groups for which they are intended and the pupils' level of receptivity.

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4. In addition to the efforts made to promote knowledge of the language of the receiving country, the need to foster continued practice of the mother tongue must be borne in mind. Not only does the mother tongue constitute a medium of communication between parents and children, which must be preserved if the emergence of a psychological gap between generations is to be avoided; experience has shown that a thorough knowledge of the mother tongue is a help in adjusting to the receiving country.

   It is therefore important that experiments such as those being carried out at Rotinne and Brussels under Council of Europe auspices should be extended.

5. In conjunction with the adoption by the Ministry of National Education of measures such as those advocated above, the educational authorities should co-operate in providing a permanent information service in all the educational sectors and in related sectors, such as psycho-medico-educational centres, school and vocational guidance centres, parents' associations etc.

To this end, steps should be taken by the public (municipal, cantonal, provincial and national) authorities to set up an effective information network, including provision of linguistic services (translation of documents, interpretation etc).

Whilst not claiming to be exhaustive, this series of measures has at least the virtue of providing a basis for an "emergency plan" which could be put into effect at short notice at comparatively low cost. These proposals will be presented, as they stand, to the Ministry of National Education's Departmental Committee and, at the highest level, to the Committee of Senior Officials of the Standing Conference of European Ministers for Education responsible for preparing the ad hoc Conference on the Education of Migrants."

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THEME I

Preparatory measures on behalf of prospective emigrants

Emigration from Cyprus is almost wholly directed to the United Kingdom, Australia, USA and South Africa. The bulk of the emigrants left for the British isles before independence.

Before departure, emigrants are helped by the Health Services of Cyprus to comply with health requirements of the host country concerned by their having all vaccinations and inoculations needed and by obtaining the appropriate certificates.

With regard to orientation relevant to the host countries, very little is done at home before the prospective emigrants leave Cyprus. There are very few leaflets distributed by travelling agents or consular services mostly for Australia and Canada.

The number of immigrants in Cyprus is very low. There are no orientation programmes of any kind before their departure for Cyprus from their native country.

Information and guidance on arrival in the host country

Before independence Cypriot emigrants arriving in the UK received help offered by an officer of the colonial government of Cyprus stationed in London and by religious institutions. After independence the Cyprus government posted to its High Commission in London a welfare officer and a cultural attaché who act as liaison officers to the relative British authorities for the welfare and the education of immigrants. A number of Cyprus Government welfare and education officers are or were working on secondment in London with the British Local Authorities offering guidance to Cypriot immigrants.

THEME II

Integration into the school system of the host country

The few immigrant children in Cyprus are accepted at all levels in the state schools on the same terms as the native Cypriots. Since the majority of foreign citizens, mostly English speaking, live in the main towns, their children can receive instruction in English in private institutions fully recognised and supervised by the State. Due to their very small numbers there is no need for special courses for immigrant children. Help is offered whenever needed individually in the classroom.

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The Cyprus Government offers help through its officers in London to several Local Education Authorities in the Greater London area which run courses for their teachers of Cypriot children living in England.

Teaching the language and culture of the country of origin

As it was mentioned above the great majority of the small immigrant community in Cyprus consists of English speaking persons. English is taught as a second language in all elementary and secondary schools of the island. Consequently there is no problem for any English speaking immigrant children attending state schools. Books in English are available in all public libraries of the island.

After repeated requests by religious and other organisations of the Cypriot immigrant community in England for support and expert advice with regard to the organisation and functioning of their denominational schools (evening part-time classes for the teaching of religious education, language and culture), the Government of Cyprus posted in 1969 a team of educators to the Cyprus High Commission. They helped the teaching staff (priests and mostly untrained staff) to organise their lessons in a better way. They published a series of specially prepared teaching material. The team worked in close collaboration with the British educational authorities. As a result of the contact between the Cyprus High Commission and the headmasters and members of the inspectorate in London, Cypriot children in a small number of secondary schools attend lessons twice a week in their native language.

The Cyprus Government subsidizes the effort of the religious and cultural organisations of Cypriot immigrants in the United Kingdom for the running of evening classes, for the establishment of communal libraries with books in the immigrants' language and culture. Through the joint effort of the British local municipalities, the Cyprus High Commission and Cypriot immigrants' organisations, a Cyprus Week is organised every year in various parts of London encouraging a better understanding and good relations between hosts and immigrants.

THEME III

Adjustment to the general, technical and vocational education and training systems of the host country

Not applicable for Cyprus.

General education and training opportunities for adults

Adult immigrants in Cyprus have the same opportunities for access to the institutions of general education and training as native Cypriots.

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PART I

Measures aiming at an improvement of the migrants' position at their arrival in the host country (including preparatory orientation in the country of departure)

a. Measures taken to give the prospective immigrants information and guidance relevant to the host country

According to an agreement between the parties of the labour market and the Ministry of Labour, the immigration of foreign workers takes place on a quota basis and in conformity with a series of regulations, including a rule to the effect that, previous to departing from his country, the foreign worker must have made an arrangement for his job, established by a contract between him and his prospective employer. This contract is written in the foreign worker's native language, and includes an information leaflet, also in his native language, which among other things contains the wording of the agreement made between the parties of the labour market relevant to the field of work in question.

Also, this contract contains regulations which ensure the foreign worker the same conditions of salary and work as those valid for the Danish workers in the same field, and furthermore obliges the employer to pay the expenses of the foreign worker's return trip. The foreign worker, on his part, is obliged to become a member of an unemployment fund.

The Danish Embassies have information material available to the foreigner in search of work, and will help him with additional advice, and possibly be the intermediary of an eventual employment.

b. Information and guidance on arrival in the host country

According to the contract mentioned under a. above the employer is obliged to let the foreign worker have a 40 lessons course of Danish language and social conditions in Denmark. Said course will, whenever possible, have to be attended to during working hours, or at least in immediate connexion with these. Further to this, a 180 lessons course of Danish language is offered the foreign worker. In both these courses the instruction is free.

Language courses are aiming at providing the foreign worker with a vocabulary of 1000 Danish words, which ought to be sufficient for him to be able to communicate in everyday life, on his job, in the shops, etc.

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The instruction on the subject of social conditions makes a special point of the social conditions relevant to the foreign worker, as well as his rights and obligations, and is including the following subjects :

1. Conditions of the labour market
2. Labour Exchange and Unemployment Insurance
3. Subsistence allowance (illness/health service)
4. Housing conditions
5. Insurances
6. Income tax regulations
7. Leisure time possibilities
8. Facts about Denmark and the Danish people.

The social conditions instruction is given, if possible, immediately upon the arrival of the foreign worker in the host country, and use is being made of an interpreter as well as audio-visual material.

In connexion with the recruiting of teachers for these courses, special instruction courses are being held in order to qualify them, among other things, to comprehend the immigrant's particular conditions in the situation of immigration, and also his home country culture and background. The reason for this is the purpose of building up as great a tolerance as possible towards people who have standards deviant from our own.

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PART II

Measures to secure satisfactory education possibilities of children in pre-school age as well as children of the compulsory school age (including special training of teachers to immigrant children)

a. Integration into the school system of the host country

According to the Ministry of Education's circular of 1972 about the education in the lower primary schools for children of foreign origin who are living in Denmark, these are subject to the general rules for compulsory education, which further include the right to education in the lower primary school, provided that a child stays in this country at least 6 months out of one school year.

The schools have possibilities to offer the immigrant pupils supplementary instruction in Danish. This instruction is being offered either as a private instruction during four months with up to 4-6 weekly lessons or in classes with several pupils for as long as the pupils, in the opinion of the local school authorities, are considered unable to absorb otherwise the regular curriculum. The Copenhagen Municipality has instituted special reception forms for immigrant pupils. The goal of this is :

- to teach the pupils Danish as fast as possible
- to adapt the pupils to the Danish public school system.

The pupils attend this form 3 hours per day. As soon as they have learned some Danish, they must, however, also attend regular school classes for some hours each day in their local school, preferably in subjects such as woodwork, gymnastics, needlework, etc.

When in the opinion of the reception form's teacher, the pupil is able to follow the instruction in regular school forms, he will leave the reception form. After starting in the regular forms the pupil may receive special help with the material and subjects with which the class is working.

b. Education in the mother tongue and culture

Foreign teachers, who teach in the mother tongue and act as a contact guide between school and the home, have been employed in some municipalities.

In the Copenhagen area, where many foreign speaking children of the same language are congregated in certain neighbourhoods, a teacher, preferably one coming from the same country as the pupils, is employed to give a few lessons per week in the native tongue, geography, history and culture of their homeland, and at the same time act as a contact to the individual homes. Efforts are made to provide teaching material parallel to that used in their homeland.

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Teacher training

The Ministry of Education and the Copenhagen Municipality school system have arranged seminars for teachers. These seminars have included the following subjects :

1. Teaching
2. Social conditions
3. Cultural meetings.

In June and July 1974, the Danish Teacher Training College will hold a 14-days seminar, in which the above-mentioned subjects will be on the agenda.

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PART III

Measures taken in order to ensure sufficient possibilities for the vocational and technical education of adults and young people

a. Adaptation to the technical and vocational education of the host country

The Ministry of Labour has established the following regulations concerning the foreign worker's attendance at vocational instruction courses for unskilled workers, or courses of further education of skilled workers :

"Foreign workers may attend the courses in question, provided that the employer, who employs the foreign worker more permanently, or is willing to do so immediately upon his finishing the course, will confirm in writing to the relevant unemployment fund that he wishes the worker in question to attend said education. Furthermore, foreign workers may attend the mentioned courses, provided that they have been employed in this country for a minimum of 12 months, regardless of whether such wish is made by either his present or future employer.

Regarding the foreign worker's right to be indemnified for the loss of income or working possibilities during his attendance to the course, it is a prerequisite that such attendance is recommended in the usual way by his unemployment fund.

Education of foreign workers should, normally, take place in the frame of the general courses within the mentioned fields of education. In case the workers cannot attend instruction in the ordinary course, on account of linguistic difficulties or lodging problems, they may, upon recommendation of the Secretariat of the Education Council, and with the consent of the Ministry of Labour, be grouped and placed in a school with a view to receiving the instruction in question, including the necessary aid of an interpreter, and using the lodging facilities of the school."

b. General education and possibilities of vocational education of adults

In this field, no special courses for foreign workers have been established butthe Danish educational system is, in principle, open also to foreign workers. In practice, very little use is being made of this, mainly for reasons of linguistic difficulties.

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The process of integration and the migration of labour which this has brought with it seem to have made the existence of a migrant labour force a permanent phenomenon in Europe. This has created many new and serious problems for which the governments of Europe have not been prepared, and only lately have they started planning measures designed to solve these problems. One of the more burdensome of these is the education of migrant workers and their children.

A. POLICY

1. Aims

At the beginning of 1973 there were slightly more than 200,000 Finnish citizens residing abroad and about 7,500 foreign citizens living in Finland. Finland is thus a country with a significant net outflow of migrants. The number of people migrating to Finland - especially the number of school age children - is so small, that special measures for these children have not occupied a place of importance in the educational policy of Finland. Section 42 of the Law on Compulsory Education grants every citizen of a foreign country the same rights to attend school as Finnish citizens have.

The great majority (over 90%) of the labour force emigrating from Finland has moved to Sweden. At the beginning of 1973 there were about 90,000 Finnish children of school age residing in Sweden. The breakdown according to age was as follows :

- Pre-school age (4-6 years) 20,000
- Comprehensive school age (7-16 years) 45,000
- Upper secondary school age (17-19 years) 14,000

The number of Finnish children living in Sweden will grow rapidly in the next few years. Prognoses which take into account only the natural increase in population - and ignore any increase due to migration - indicate that by 1982 the number of Finnish children will have grown by 40 %. In 1982 there would thus be about 26,000 Finnish children of pre-school age, 70,000 of comprehensive school age and 18,000 of upper secondary school age in Sweden.

The problems are of such magnitude that the Finnish education authorities have formulated a policy on the education of the children of emigrants. The main concern of this policy is how to resolve the difficulties which these children face at school in Sweden. The Finnish authorities have

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naturally co-operated closely with their Swedish counterparts. The primary goal is to provide equal educational opportunities for the migrant children. It is especially in higher education that the provision of equal opportunities has proved to be a problem. Language difficulties have generally been the main reason why such a small number of Finnish children have continued their education beyond comprehensive school in upper secondary schools or vocational schools. The second goal is expressed in Clause (1) of Article 3 in the Treaty between the Nordic countries concerning cultural co-operation (15 March 1971), which states that the contracting parties will endeavour to meet the wishes of citizens in a Nordic country who live in another Nordic country for tuition in their mother tongue.

A further goal is to reach "active bilingual ability", which involves the learning and maintenance of the original mother tongue together with the learning of the language of the country of residence. This is also one way to ease the possible return of migrants to their native country. The concrete meaning of the goals presented above is the provision of sufficiently effective education through the medium of the Finnish language and the thorough learning of Swedish.

2. Main difficulties

No real difficulties have been encountered in arranging the education of migrants who have settled in Finland.

The main difficulty in the education of Finnish children in families which have migrated to Sweden is making them actively bilingual. There are a number of factors which exacerbate the problems faced by Finnish children who attend school in Sweden. One such factor is the difficulty of recruiting bilingual teachers. This difficulty is, by its very nature, both quantitative and qualitative. In Sweden relatively few teachers take their degree in the Finnish language and because the prospects for employment are good in Finland at present, not very many Finns are willing to move to Sweden to take teaching jobs. Qualitative problems have been encountered in the sense that some of the people who have taken their degrees in the Finnish language in Sweden do not know Finnish as if it were their mother tongue. These people have difficulties in serving as teachers of Finnish as a mother tongue to Finnish pupils. Arranging summer courses in the Finnish language in Finland has been suggested as one solution.

The second main problem is lack of a sufficient number of primary classes conducted in Finnish. In regions with many children of Finnish-speaking migrant families, appropriations made for the remedial education of Finnish-speaking children have been used for experimental primary classes in Finnish.

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The third main difficulty is inadequacy in the teaching of Finnish as the mother tongue. This difficulty, like the preceding one, is partly caused by the problem of recruiting sufficiently qualified teachers of Finnish. The problem is of key importance. The necessity of learning one's mother tongue as a condition for learning other languages was stressed at the symposium on the connection between the teaching and learning of the mother tongue and the teaching and learning of other modern languages, organised by the Council for Cultural Co-operation of the Council of Europe in Turku, 11 - 22 December 1972.

The fourth main difficulty is lack of effective teaching in the Swedish language for Finnish children who begin school in Sweden. Intensive study of the language at the time the child begins his education would make it easier for him to follow subsequent instruction. At present plans exist for experiments with preparatory classes for immigrant children in which instruction in Swedish would play a major role. Immigrant children would attend lessons in non-academic subjects together with Swedish children.

The fifth main difficulty is lack of teaching material in Finnish. Material for teaching immigrant children their mother tongue is not available in Sweden. In addition to the material required for language instruction, educational material for teaching children about Finland's history, culture, geography and social conditions would also be needed. Material of this sort would help preserve cultural links with the former home land. The level of the material used to teach children the grammar and vocabulary of their mother tongue should not differ from that used in Finland. Otherwise the children might find themselves at a disadvantage if they return to Finland to continue their education.

The sixth difficulty is lack of suitable tests. It would be important to develop tests to measure knowledge of Swedish. Finnish children have been placed at educational levels which do not correspond to their overall knowledge simply because they do not know Swedish adequately. It would be equally important to develop tests to reveal any concealed ignorance of the children's mother tongue.

The last significant difficulty for emigrant children consists in the completely unresolved problems encountered in the education of handicapped immigrant children.

General problems of adjustment and difficulties encountered in school by the children of families returning to Finland have created a whole new set of problems. Because Finland is a bilingual country, and because the whole school system - from comprehensive school all the way up through

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university - is bilingual, little attention has previously been paid to these problems. But increased return migration has revealed a significant disguised lack of bilingual ability, which means that the returning children often do not know either Finnish or Swedish properly.

3. The different needs of families which have settled permanently and families staying temporarily

Out of the 7,500 foreign citizens residing in Finland in 1973, 3,992 have work permits. Scandinavian citizens - of whom about 1,500 reside in Finland - do not need work permits because of the common Nordic labour market. Foreign citizens holding work permits are divided according to the length of their residence in Finland in the following way :

Over ten years of residence	1,257
Under ten years of residence	2,572
So-called unpaid fitters who stay only temporarily	163
Total	3,992

About one-third of those having work permits have stayed a rather long time. Variations in the stay of migrants coming to Finland have not led to different solutions to the educational problems facing these people.

Similarly the length of the stay abroad of migrants leaving the country has not been considered when studying this problem. However, attention is now being paid to the educational problems of the children of returning migrants.

4. Measures adopted

i. Immigrant children

There are English, French, German and Russian preparatory and secondary schools in Helsinki. Since over half of the foreign citizens residing in Finland live in Helsinki or in the immediate surroundings, the children of these immigrants can receive instruction in these languages. Similarly, the children of Finnish families returning to Finland from countries where these languages are spoken can apply to the foreign language schools.

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ii. The children of returning migrant families

Most children returning to Finland come from the Nordic countries, especially Sweden. Since Finland is a bilingual country, where instruction is given in both Finnish and Swedish on all levels from primary and vocational school through university and university-level institutions, it has generally been thought that Finland provides school-age children returning from Sweden with good and generally sufficient opportunities for readjusting and receiving an education.

For this reason it has been believed that special measures are not needed to provide the returning migrants with a proper education. The latest evidence, however, indicates that the children returning from Sweden do in fact face problems in readjusting to school. The results of certain studies show that these children encounter language difficulties, at least to some extent, no matter whether they receive instruction in Finnish or Swedish when they return to Finland. Truancy, disturbances in the classroom etc. are some of the symptoms of adjustment difficulties. Teachers answering an inquiry conducted by Opettajain Lehti (The Teachers' Journal) stated that pupils who had returned from Sweden showed a greater tendency to be difficult than did other pupils.

A more detailed study of this matter is currently being carried out at the University of Jyväskylä. In the course of this study, the remedial teaching of Finnish - above and beyond the normal quota - has been arranged for returning pupils having language difficulties. The instruction has been financed with a special appropriation. This year a total of Fmk 59,000 has been granted for instruction of this type in primary and comprehensive schools during the autumn term of 1973.

iii. Emigrant children

The governments of Sweden and Finland have co-operated closely in trying to solve the educational problems of Finns living in Sweden. At present, Finnish children attending comprehensive school in Sweden have the opportunity of receiving remedial education conducted in Finnish. In addition, they may choose to be taught their mother tongue for two hours each week. According to the present regulations, Finns in upper secondary schools in Sweden do not have the opportunity of receiving any remedial instruction worthy of mention.

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Those in paid employment in Sweden have the opportunity of receiving annually 240 hours of instruction in the Swedish language during working hours and with full pay.

In accordance with Recommendation No. 27/1967 of the Nordic Council, the Finnish and Swedish governments set up a Finnish-Swedish Educational Council in the summer of 1967. Finland and Sweden each have three representatives of their school authorities on the joint Educational Council. The purpose of this body is to propose measures for easing the educational difficulties of Finnish children living in Sweden. Moreover, the Educational Council makes proposals for remedying problems of adjustment encountered by pupils returning to Finland. The Council also makes reports on what would be needed to carry out the measures proposed for resolving these difficulties. Finally the Council makes proposals for research into these matters.

The Finnish-Swedish Educational Council has contributed to the resolution of the educational problems of Finnish immigrant children in the most significant and concrete way by taking care of the transfer of teachers from Finland to Sweden. Each year the Council has arranged the transfer of from 40 to 50 qualified persons to serve as bilingual teachers in comprehensive-level schools.

At present there are around 230 Finnish teachers placed by the Council in teaching positions in Sweden. There are also about 100 teachers in Sweden who have come through unofficial channels. In addition there are about 130 Finnish teachers who are employed by the hour to teach Finnish children. The teachers in this last group are often not qualified and have found their jobs on their own. They generally teach fewer hours than the teachers in Sweden with permanent appointments.

The members of the Educational Council make up the National Committees of their own countries. In the latest report of the Finnish National Committee, attention has been drawn to opportunities for further education for young Finnish people in Sweden. The National Committee has suggested that it would be important to study the opportunities these young people have of continuing their education in Finland.

In November 1970 the Council of State set up a Commission on Migration, which has the task of examining

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all problems related to emigration, and of proposing solutions. The Commission is a permanent advisory body composed of seven sections with a total of 40 persons. A separate Education and Culture Section has been set up to deal with educational matters. The Commission published its first partial report on 28 December 1972. In regard to the education of emigrant children, the Commission proposed that school authorities be urged to see that pupils in compulsory education or in secondary school are provided with certificates by their schools if they emigrate with their families. The Commission also suggests that the authorities should see to the transfer of documents concerning the pupil's health and development - such as the health card - from one country to the other when the pupil moves. It goes without saying that information on the health card is confidential.

In the same report the Commission suggests that school children leaving Finland be urged to take the text books they are using and, if possible, also the books they would be using in the following class.

The various sections of the Commission on Emigration have also published partial reports in their special fields. The report of the Return Migration Section, published in January 1972, considered the language difficulties discussed above. In its report of August 1973, the Education and Culture Section treated the problems of Finnish children attending comprehensive schools.

B. LEGISLATION

1. Information for emigrant families

The 1956 law (11/56) and statute (12/56) on emigration contain the regulations governing the provision of information to prospective emigrants. The law makes it illegal to canvass for emigrants in Finland. The express purpose of this provision is to prevent emigrants from being attracted by misleading and false information.

According to Section 4 of the above statute, the prospective emigrant must be given :

- available information on conditions in the country to which he intends to move ;
- information on conditions in his own country which might influence his decision to emigrate ;

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- the assistance needed for doing what must be done before he can emigrate.

The following treaties and protocols also bear upon the question of emigration to Nordic countries :

- the Common Labour Market Treaty between Denmark, Finland, Norway and Sweden of 22 May 1954, and the Treaty on the Principles of Operation of the Nordic Employment Service of 30 May 1955 ;

- the protocol on the channelling of labour migrating between Finland and Sweden through the Employment Service (11 April 1973) ;

- Circular No. 43 ABD/21.6.73 of the Ministry of Labour to its administrative district offices and to the Labour Offices concerning the channelling of labour moving between Sweden and Finland through the Employment Service.

In accordance with the Nordic Treaty on a Common Labour Market, the Employment Service of the Ministry of Labour has taken care of the provision of information to people migrating to the Nordic countries. The Ministry of Labour has served as the centre dealing with general information about the Nordic countries, while the Employment Service offices have handled the information about jobs. In 1973 the manpower authorities began to handle information on emigration outside the Nordic area. Formerly, the Suomi Seura, which is an organisation maintaining contact with Finns living abroad, carried out this function under the authority granted to it by the Ministry responsible for manpower affairs.

For those intending to move to Sweden, the Labour Offices keep stocks of brochures furnished by Swedish authorities, labour market organisations and employers. Information provided by the Swedish authorities on the school system is contained in :

- Information for Immigrants : Education
- Information for Immigrants : Aid to Education.

Furthermore, a book published by the Swedish immigration authorities, Suomalainen Ruotsissa (A Finn in Sweden), gives an account of the Swedish school system. The Employment Service officials also have a folder, Tietoja Ruotsin oloista (Information about Conditions in Sweden) prepared by the Swedish National Labour Market Board. This folder has the following information on education :

- This is Comprehensive School (SO/Utbildningsförlaget)
- This is Upper Secondary School (SO/Utbildningsförlaget)

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- Swedish for Immigrants (Memorandum)
- Information for Families moving from Finland to Sweden with School-Age Children
- Preparation of Immigrants for Choosing Education or a Vocation (SO/Utbildningsförlaget)
- Labour Market Education (Arbetsmarknadsstyrelsen)

In the same way, the Employment Service offices in Sweden have information on conditions in Finland (e.g. a folder prepared by the Finnish manpower authorities).

2. Records of children's health and school careers

So far it has not been possible to arrange an administrative procedure or a system of agreements for tranferring emigrant children's school reports or other documents on a child's school career and health (e.g. children's health cards) from Finland to the appropriate authorities in the countries of arrival. Steps are being taken to arrange procedures similar to the ones outlined in the first partial report of the Commission on Emigration. For a more detailed discussion, see the first partial report of the Commission on Emigration (part I A,4 pp. 7-10).

3. Training of teachers

The Finnish-Swedish Educational Council arranges the transfer of Finnish teachers to Sweden. To be placed by the Council, a teacher must be qualified for the job and know both Finnish and Swedish. The teachers do not receive any special training or preparation for their new jobs while in Finland. However, once they arrive in Sweden, they follow a two-week preparatory course which provides them with information on the school system in Sweden (especially the comprehensive school).

Finland does not have similar arrangements for the transfer of teachers with any countries other than Sweden.

4. Educational and occupational re-integration

Migrants returning from countries other than Sweden do not encounter any difficulties worthy of mention. Additional remedial teaching of Finnish at comprehensive school level can be arranged for pupils returning from Sweden to Finland. Circular No. 5803/1717.73 of the National Board of Schools contains the regulations governing the organisation of this teaching.

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C. RESEARCH AND EXPERIMENTATION

In April 1970 the Office of the Council of State set up a committee to arrange a research programme on questions of migration. In its report of early 1971, the committee made proposals for an extensive, co-ordinated research programme on migration. Research was started in 1972 with the grant of an appropriation of Fmk.200,000. A total of Fmk. 400,000 has been earmarked for this research in 1973. A co-ordinating group, which works under the Planning Department of the Ministry of Labour, is in charge of planning and co-ordination.

The research programme is designed to reveal the amount, development and structure of migration, and its regional particularities. Furthermore, research is designed to analyse the causes and consequences of both emigration and return migration, in their economic, social and other aspects. As far as educational matters are concerned, the following studies have been carried out or are in progress :

i. the education of immigrant children in Finland

Because there are so few immigrant children living in Finland, no official studies of the educational problems of these children have been carried out. Moreover, research along these lines has not been included in the plans for research on migration mentioned above. The Foreign Labour Section of the Manpower Council is trying to forecast the need for foreign labour during the coming years. This work may lead to more extensive research into the adjustment and educational problems of immigrants living in Finland.

ii. Finnish emigrants

Emigration and migration research in Finland was rather desultory until 1970 because these problems were not considered to be very important. However, when substantial emigration from Finland began to take place in the late 1960s private researchers and decision-makers became very interested in studying the phenomenon. One indication of this interest is the Migration Research Programme of the Ministry of Labour which was mentioned above. The following studies, which mainly deal with the adjustment and education problems of Finns living in Sweden, are included in this programme :

- Prof. Elina Haavio-Mannila, (Institute of Sociology, University of Helsinki), Perhetutkimus (Family Research)

- Magdaleena Jaakkola, Pol. Lic., (Institute of Sociology, University of Helsinki), Siirtolaisten sosiaalisten suhteiden verkosto (The Network of Emigrants' Social Relations)

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- Institute of Social Policy of the University of Turku, Siirtolaisprojekti (Emigration Project).

Although these studies are not yet complete, some preliminary results are available (see Part III).

The problems of adjustment and education facing Finns in Sweden have also been studied outside the context of the Migration Programme :

- Prof. Pertti Toukomaa (University of Oulu), Finska invandrarfamiljer i Olofström (Finnish Immigrant Families in Olofström)

- "A plain account of Finnish families in a Swedish industrial community"

  Institute of Sociology of the University of Turku, Siirtolaisuusprojekti (Emigration Project)

- Paula Ahonen and Raija Parttimaa (University of Jyväskylä), Suomalaisnuoria Ruotsissa - Göteborgin suomalaisnuorten elämäntilanteen kartoittaminen sekä takaisinmuuttoaikaiden perusteella syntyneiden ryhmien tarkastelu (Young Finns in Sweden - Charting the Phases in the Lives of Young Finns in Gothenburg and the Study of Cliques formed on the Basis of Intentions to Return to Finland).

iii. Migrants returning to Finland

Most studies on the difficulties of returning families have focused on the problems of the children. On the whole, returning school-age children face greater difficulties in school than do other children. These difficulties may also cause problems for the children later in life - e.g. when going on for further education or entering the labour market. In order to examine this problem, the Institute for Pedagogical Research in Jyväskylä has started a research project designed to identify the problems faced by school-age children of various ages in families returning from Sweden. The first report of the results of this study will probably appear at the end of 1973 or the beginning of 1974.

These problems are also being studied, at the MA thesis level, in the following institutions :

- the Institutes of Psychology and Pedagogics of the University of Jyväskylä ;
- the Finnish Language Institute of the University of Tampere ; and

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- the Institute of Social Policy of the University of Helsinki.

In 1973, Eva Väätäjä of the latter institute completed a study of the factors influencing adjustment to school of Finnish children returning from Sweden Ruotsista siirtolaisuudesta palanneiden suomalaislasten kouluun soputuminen ja siihen vaikuttavat tekijät.

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PART II

STATISTICS

A. MIGRANT WORKER POPULATION

A.1. Total number of migrant workers 1.1.1972 (*) 6,829

A.2. Break-down of this number by nationality (**)

Federal Rpublic of Germany	621
Great Britain	463
Soviet Union	450
Poland	293
United States of America	261
Switzerland	169
Others (80 nationalities)	1,735

A.3. Total population 4,708,456

B. EDUCATIONAL SITUATION OF MIGRANT WORKERS' CHILDREN

B.1. Pre-school education

1.1. Number of migrant workers' children of pre-school age -

1.2. Total population of pre-school age 214,425

1.3. Number of migrant workers' children attending pre-school institutions -

B.2. Compulsory education

2.1. Number of migrant workers' children of full-time compulsory school age -

2.2. Total population of full-time compulsory school age 694,584

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(*) All data as of 1 January 1972. The data for the total population are based on the forecasts of the authorities who register people for taxation and other purposes.

(**) Distribution by nationalities can be presented only for the 3,922 persons having work permits.

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2.3. Number of migrant workers' children attending full-time compulsory schools (number attending the English, German, French and Russian schools in Helsinki) 149

B.3. Post-compulsory education

3.1. Number of migrant workers' children over compulsory school age and below the age of 21 -

3.2. Total population over compulsory school age and below the age of 21 503,069

3.3. Number of migrant workers' children in this age group attending institutions providing education at the upper secondary school level (only the number in the upper classes of the English, German, French and Russian secondary schools) 58

C. EDUCATION AND TRAINING OF MIGRANT WORKERS

Because of the small size of this population, no statistical information is available.

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D'CUMENTATION

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FRANCE

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PREAMBLE

This report was drawn up in accordance with the outline provided by the Secretariat (doc. CME/HF-M (72) 6 rev. 2). It must be viewed as a national report rather than as relating solely to the activities of the Ministry of Education in the area of the education of migrants and their children: since both that and the Ministry of Labour, Employment and Population are involved in work among adults, a joint meeting of experts was held on 17 September last to establish the broad outlines of the document, which was then drafted by a single hand in the Ministry of Education.

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY

1. Some while before UNESCO, the Council of Europe or the European Communities had made recommendations focusing general attention on the problems of persons living outside their countries of origin, France had been aware of the obligations this entailed.

It must firstly be remembered that, as the 1882 Compulsory Education Act makes no distinction between French and foreign children, both groups come under the terms of the act.

Since then, the need to go further than this general principle of non-discrimination and to undertake specific action for immigrants, both adults and children, has been recognised.

Leaving aside the first steps taken, which date from between the wars, in 1960 there were already a number of private institutions providing an essential service by teaching both adults and children, with the financial support of the Ministries of Education and Labour.

A circular of July 1939 instituted additional courses in primary schools, outside the statutory timetable, to teach French to the children of migrants.

Further steps have been taken since that time. As regards the special teaching of French to young immigrants, the Ministry of Education has, since 1970, been directly responsible for this, through the organisation of "reception classes" at primary level. The beginning of the 1972-73 school year saw the extension of this scheme to the lower secondary course.

As a further part of this scheme, school grants are given to foreign children. Whereas previously they were given exclusively for the short technical education course and, in some cases, for higher education courses, they have, since the beginning of the 1973 school year been extended to cover all types of secondary education courses.

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At the beginning of the 1972 school year, the Ministry of Education took special measures to increase the chances of success of the so-called "additional" native language courses for the children of migrant workers, in the belief that this scheme would break down certain psychological barriers and thus make it easier for the young immigrants to be integrated into the French socio-cultural background.

It introduced a scheme to incorporate 3 courses in the mother tongue in the 3-part school day, in primary schools with sufficient numbers of young immigrants of the same nationality to justify it.

Adult educational and vocational schemes come under 3 departments: the Secrétariat Général de la Formation Professionnelle et des Départements du Travail - the Direction de la Population et de l'Immigration et Sous-Direction de la Formation Professionnelle - and the Department of State Education (Direction chargée de la Formation Continue - Permanent Education Directorate).

Although these schemes were initiated by companies and firms, and in some cases subsidised at national or regional level by the ministerial departments concerned, they now come under the general provisions for the organisation of permanent vocational training in France, in accordance with the bilateral agreement of 9 July 1970, law 71.575 of 16 July 1971 on permanent education and their

A distinction needs to be drawn between the 3 types of courses run by the Departments of Education and Labour: introductory, pretraining and advancement courses.

The first consist of short courses to prepare workers for their social and professional life when they first take up industrial or other jobs in France and of introductory courses in French language and civilisation.

The second type of courses, usually combining the teaching of French with a general training to adapt the workers to social life in France, and sometimes including vocational pretraining as well, generally take place in working hours and are subsidised by the ministries concerned, under national or regional conventions, from the Vocational Training Fund (Fonds de la formation Professionnelle).

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Vocational training schemes are conducted by organisations connected with the authorities, such as AFDET (Association française pour le développement de l'Enseignement technique) and AFPA (Association pour la formation professionnelle aux adultes), and by other private organisations.

There are also a number of experimental pretraining schemes for young foreigners between 16 and 18 years of age.

The Ministry of Education further provides certain organisations with a large number of teachers and gives allowances to the departmental inspectors responsible for supervising these courses, which are frequently held on their premises and with their facilities.

The Ministry of Education is part of the network of interministerial co-operation and of the general movement to provoke awareness at regional level with the help of the regional supervisors of permanent education (délégués académiques).

It also provides a number of services to the various bodies concerned:

- it makes assessment studies of the various schemes, and at the beginning of the 1972-73 school year set up a scheme for training adult teachers, operated by CREDIF in conjunction with the Centres intégrés de formation de formateurs d'adultes (CIFFA);

- it gives technical assistance to both public and private schemes through ADEP, (Agence pour le Développement de l'Education permanente) a public industrial and commercial institution;

- in 1972 it set up a documentation centre for the training of foreigners in order to improve the distribution of information about the various current schemes, both for adults and for children in the framework of BELC (Bureau pour l'Enseignement de la Langue et de la Civilisation française à l'Etranger), a department of INRDP (Institut National de la Recherche et de Documentation Pédagogique) which is a public service documentation centre on the training of foreigners, the aim of which is to collect the extensive information available on the subject, and to circulate it amongst all those involved in this area, so enabling them to draw on experience gained.

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2. The difficulties encountered in implementing specific schemes for migrants and their children have been:

- there is no accurate region-by-region statistical data for the whole country, especially on the children of migrants

- funds are limited

- settlements of migrants move around according to the situation of the labour market in different regions, so that special schemes have to move with them

- settlements of migrants are often either too small or too large which means that either there is no urgent need for special schemes or that these virtually exceed normal education

- it is difficult to establish training programmes for (a) the teachers of reception classes or (b) adult training schemes

- the starting of additional or integrated courses in the migrants' native languages are hampered by the fact that the emigration countries find difficulty in supplying the primary schools concerned with the necessary teachers.

3. These difficulties as can be observed, are not connected with the distinction between the needs of workers and their families who expect to settle in France and those of migrants who expect to stay only temporarily

France is aiming to provide for both these categories. In our view the aims involved are sometimes interlinked in that the additional native language courses contribute, as explained in I, both to the integration of foreign children into French life and to their future reintegration into their countries of origin.

4. The measures planned or already taken to meet the difficulties outlined in (3) are:

- systematic collection and use of statistics drawn up on the basis of a maximum precision "Survey grid"

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- a request for corresponding new measures to be included in the budget

- mobility of special schemes, and consequent decentralised decision-making by regional education authorities so that the schemes can be started or wound up rapidly according to the sizes of settlements of migrant workers at any particular time

- the responsibility conferred on CREDIF, a research organisation under the Ecole Nationale Supérieure, St. Cloud, for drawing up and trying out suitable programmes to train teachers for reception classes

- the responsibility also conferred on CREDIF to train adult teachers in conjunction with ADEP and CIFFA at regional level

- consultation with the emigration countries, or even special agreements with them through the joint cultural committees.

5. It does not on the face of it seem of special relevance to education and training to distinguish between intra- and extra-European migration. The only factors needing to be taken into consideration in this connection seem more likely to be:

- whether the migrant is a child or an adult

- whether or not he has already received schooling in his country of origin

- whether or not he comes from a partially French-speaking country.

B. LEGISLATION

As indicated in paragraph (1) under "policy", the relevant legislation is as follows:

1. i. at pre-school level

There are large numbers of immigrant children in the ordinary French nursery schools, and at that age, they do not seem to have any great difficulty in learning French.

ii. during compulsory schooling

a. for the teaching of French

. at primary level Circular No. 70-37 of 13 January 1970, instituting reception classes

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. at lower secondary level Circular of 25 September 1973 instituting reception classes for the lower secondary course; school grants (Circular No. 37-367 of 13 September 1973)

b. for the teaching of native languages

. Circular of 12 July 1939

. circular on the teaching of Portuguese in primary schools

and agreement, recorded in the minutes of the joint Franco-Portuguese cultural committee in January 1973, on the provision by Portugal of the necessary teaching staff

. circular on the teaching of Italian at primary level

and agreement, recorded in the minutes of the joint Franco-Italian cultural committee in April 1973, on the provision by Italy of the necessary teaching staff.

iii. at upper-secondary level (general, technical or vocational)

The children of migrant workers and French children have equal rights, including the award of grants.

iv. a. in post-secondary institutions migrant workers' children have equal rights with French children, in particular access to university and the absence of "numerus clausus" restrictions on entry, except for medical studies during which, like their French counterparts, they are subject to selection at the end of the first year, as instituted in 1971.

b. adult education systems previously set up by societies and firms assisted by the Ministries of Education and Labour now form part of permanent vocational training, which applies to foreigners and French nationals alike.

This area is governed by the following, closely linked in their application:

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- the national interprofessional agreement of 9 July 1970 and its additional clause of 30 April 1971 on vocational training, signed by the most representative organisations of employers and wage-earners

- the Acts of 16 July 1971 and their implementing legislation, relating to initial technical training, apprenticeship and permanent vocational training.

It is obvious that any action must, if it is to be backed up by a convention, conform with the general rules laid down by statute with regard to the type of training, the kind of course and the persons to receive training.

The most relevant texts (excluding circulars dealing with the special problems of pay, lodging and "immigration policy", which are only indirectly linked with the problem of education) are as follows:

- National Interprofessional Agreement of 9 July 1970 on vocational training.

- Clauses of 30 April 1971 supplementing the National Interprofessional Agreement of 9 July 1970 on vocational training.

- Act No. 71-575 of 16 July 1971 (Prime Minister - Education - Finance - Industrial Development - Agriculture - Labour) organising further vocational training as part of permanent education (JO of 17 July 1971 - BO of 26 August 1971).

- Act No. 71-576 of 16 July 1971 (same signatories) on apprenticeship.

- Act No. 71-577 of 16 July 1971 on technical education.

- Circular No. 71-387 of 26 November 1971 (DDOFC): plan for facilities to assist the development of permanent education in public teaching institutions.

- Decree No. 71-977 of 10 December 1971 on implementation of Articles 7 and 8 of Act No. 71-575 of 16 July 1971 on training leave.

- Decree No. 71-978 of 10 December 1971 on implementation of Articles 14-2, 31-1, 34-36 and 47 of Act No. 71-575 of 16 July 1971 on training insurance funds.

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- Decree No. 71-979 of 10 December 1971 on implementation of Titre V of Act No. 71-575 of 16 July 1971 on the financial contribution of employers to permanent vocational training.

- Decree No. 71-980 of 10 December 1971 on implementation of Article VI of Act No. 71-575 of 16 July 1971 on financial assistance to those attending vocational training courses.

- Decree No. 71-981 of 10 December 1971 stipulating rates of pay and allowances for those attending vocational training courses.

- Decree No. 72-276 of 12 April 1972 on the powers, membership and operation of the département committees on vocational training, social advancement and employment.

- Decree No. 72-277 of 12 April 1972 on the membership of the département committee on vocational training, social advancement and employment in Paris.

- Decree No. 72-278 of 12 April 1972 supplementing Decree No. 70-827 of 16 September 1971 on the regional committees on vocational training, social advancement and employment.

- Decree No. 72-279 of 12 April 1972 on the recognition of qualifications and diplomas in technical education.

- Circular No. 72-187 of 26 April 1972 (DDOFC) on implementation by higher education establishments of Act No. 71-575 of 16 July 1971 organising continued vocational training as part of permanent education.

- Decree No. 72-606 of 4 July 1972 amending Decree No. 67-55 of 18 January 1967 on the co-ordination of vocational training and social advancement policy.

- Decree No. 72-607 of 4 July 1972 on advisory occupational committees.

- Circular of 4 September 1972 on the employers' financial contributions to continued vocational training.

- Circular No. 72-365 of 6 October 1972 (DDOFC), a supplementary circular on plans for facilities to assist the development of continued training in public teaching institutions, in particular the preparation of material for the budget year 1973.

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- Circular 72-434 of 10 November 1972 (DDOFC) on continued vocational training under the arrangements made for 1972-73 and prospects for such training.

- Instructions to rectors and circulars of 2 February 1973 on the development of continued vocational training in state education.

- Decree No. 73-137 of 13 February 1972 establishing ADEP.

- Circular No. 73-123 of 8 March 1973 on pay for continued training staff.

- Circular No. 73-157 of 23 March 1973 on the award of posts and operational appropriations for continued training.

- Order of 9 July (BOEN No. 28 of 12.7.73) on the organisation of the Ministry of Education.
  See page 2137: Permanent Education Adviser
  page 2145: Permanent Education Directorate (DIFCO)

2.

1)

2) irrelevant, as France is not a

3) significant emigration country.

4)

C. RESEARCH AND EXPERIMENTATION

Pure research and experimentation have been carried on simultaneously, as experiments are used as testing or observation ground, in order to develop research hypotheses by checking, confirming or redirecting them.

The most significant activities are as follows:

- For children

A number of Ministry of Education studies and schemes must be mentioned here, leaving aside the numerous initiatives taken by associations such as l'Amicale pour l'Enseignement aux étrangers:

- Research, experiments and teacher training courses for which responsibility has been placed on 2 organisations specialising in the problems of teaching French as a foreign language: BELC, a subsidiary of INRDP, and CREDIF, attached to the Ecole Nationale Supérieure, Saint-Cloud.

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These 2 organisations were chosen so that their research work and activities might be directed towards the children of migrant workers in the area of teaching French as a foreign language, and more especially in the application of linguistics to methodology, taking account of the effect of the mother tongue on the learning of French.

The practical organisation of this work by CREDIF consists of:

- a study on the psychological and sociological aspects of primary schooling for the children of migrants;

- the preparation of teaching materials for learning reading and writing in French, established on the basis of a large-scale experiment in 100 reception classes;

- trying out various ways of organising timetables and dividing activities in the reception classes which operate yearly, testing ways of approach and programmes for short courses for the teachers of reception classes;

- preparatory work for the socio-linguistic and psycho-linguistic guidance of the children of migrants at lower secondary level.

For BELC

- the organisation in 1971-72 and 1972-73 of short information courses in the Val de Marne for teachers of reception classes including the use of methods developed by that organisation for the teaching of French as a foreign language;

- research carried out by the Instut International de Recherche et de Formation (IRFED) in the Ecole Michelet at Fontenay-sous-Bois (Val de Marne) on the problems and methods of inter-culture education for Portuguese migrant workers in the Paris region;

- surveys and research carried out by the Institut de Psychologie of Paris University V in schools in Aubervilliers, in which teachers play an active part; these studies aim to investigate the success factors amongst the children of migrant workers who adapt easily to the teaching of French;

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- schemes undertaken by the Portuguese UER in the University of Paris III and Rennes to introduce teachers to the mechanics of the Portuguese language and assist them in foreseeing pupils' difficulties.

- For adults

The Ministries of Education and Labour have made studies of regional schemes which were clearly innovatory, and have also tried to act as an "assistance lending" body, by suggesting specific schemes (in conjunction with the teaching profession or the regional promoteurs) or by means of subsidies with follow-up of the experiments by some outside study organisation such as CREDIF, IRFED or the Association du Centre Universitaire de coopération économique et sociale (ACUCES).

These study organisations have held meetings at regular intervals, such as the co-ordination meeting on 5-6 June 1972 at Châtenay-Malabry.

An overall report on the experiments made, with comments on the various schemes, is currently being prepared, together with guidelines for the rectors.

The following are amongst themes which have been the subject for study:

- an inventory of current practices and analysis of underlying educational assumptions,

- power and speech interactions in training groups - the socio-psychosociological approach,

- assistance projects in firms (bibliographical approach and study of special action for immigrants).

Finally there are the special experiments conducted, not specifically for adults, but for young people beyond school age (16-18 years of age) by the Ministry of Labour with support from the State Fund for Vocational Training (Fonds National pour la formation professionnelle).

They include the pre-training scheme carried out in the "Centre de Formation Professionnelle des adultes" at St.-Etienne, consisting of retraining in French, and an introductory vocational course.

Further pilot experiments of this kind are to be launched in the near future.

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PART II

STATISTICS

As pointed out in I.A (Policy), the lack of accurate statistics on the aims and activities of the ministries concerned with the education of migrants is at present one of the primary obstacles to assessing needs and implementing specific schemes.

As arrangements have not yet been made for assembling such data, the information supplied in this section will of necessity be incomplete.

A. MIGRANT WORKER POPULATION

1. 3,700,000

2. The largest numbers of immigrants at present come from the following countries:

(statistics supplied by the Ministry of the Interior on 1 January 1973)

- ALGERIA	798,000
- PORTUGAL	742,000
- ITALY	573,000
- SPAIN	571,000
- MOROCCO	218,000
- TUNISIA	119,000
- African countries formerly French	70,000
- YUGOSLAVIA	68,000
- TURKEY	24,000

It must be pointed out that this situation is constantly changing.

3. Approximately 1,800,000.

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B. EDUCATIONAL SITUATION OF MIGRANT WORKERS' CHILDREN

1 (1 (2 (3

2 (1 (2 (3

3 (1 (2 (3

There are at present no official statistics on the number of migrant workers' children at pre-school, compulsory school and post-compulsory level.

The overall number of migrant workers' children between the ages of 2 and 16 is estimated at 800,000.

C. EDUCATION AND TRAINING OF MIGRANT WORKERS

1.

2.

There are no official statistics available under this heading.

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PART III

DOCUMENTATION

1. List of the main publications on the education of migrant workers over the past 3 years.

General works

- CATANI Maurice - Médiation dans/pour la liberté - Pierre Layc - Editions Sciences et Services - 1970 - 314 p. Tabl. graph.

- CATANI Maurice - l'alphabétisation des travailleurs étrangers (une relation dominant-dominé) - Paris éd. Tema-Formation 1973

- COMITE MEDICAL ET MEDICO-SOCIAL D'AIDE AUX MIGRANTS - La santé des migrants - Société d'Edition Droit et Liberté - Paris 1972

- GRANOTIER - Les travailleurs immigrés en France - Paris - Maspero 1972

- ORGANISATION DES NATIONS UNIES POUR L'EDUCATION, LA SCIENCE ET LA CULTURE - Alphabétisation et promotion des migrants étrangers en France - Paris UNESCO - 1971 - 15 cm - 75 p.

- TREBOUS Madeleine - Migrations et développement - le cas de l'Algérie - Les besoins en main-d'oeuvre spécialisée de l'Algérie et la Formation professionnelle en Europe - Paris OCDE - 1970 - 24 cm - 241 p. Coll. Etudes du Centre du développement de l'organisation de coopération et de développement économique

- Union Générale des travailleurs sénegalais en France - Le livre des travailleurs africains en France - Préf. A Memmi - Paris - Masuero 1970 - 22 cm - 195 p. - Coll. Cahiers libres 172 - 173

- VALABREGUE Catherine - l'Homme déraciné - Le livre noir des travailleurs étrangers - Mercure de France - 1973 - Coll. "en direct" 201 p.

- ADDET - Rapport relatif au développement de la formation des travailleurs migrants - AFDET May 1973 - 63 p. plus annexes - multigr.

- Centre de Préformation de Marseille - Les objectifs et les réalisations du CPM - en faveur des travailleurs immigrés plus annexes - Marseille 1972 - multigr. s.p.

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- Centre Universitaire de Coopération économique et social - Etude d'actions expérimentales d'introduction à la vie en France de travailleurs étrangers dans la région parisienne - Premier bilan d'études - ACUCES Nancy - June 1972 - 29,5 cm - 148 p.

- C.R.E.D.I.F. - Les stages de travailleurs étrangers de la Maison de la Promotion sociale de Grenoble - J. POILROUX - SAINT-CLOUD - C.R.E.D.I.F. 1972 - s.p. multigr.

- Institut d'Enseignement et de Formation pour les pays en voie de développement (I.R.F.E.D.)

- Action d'alphabétisation de travailleurs étrangers dans la région Lyon-Saint-Etienne:

  1. Structure d'étude I.R.F.E.D. - Document n° 1 Lyon I.R.F.E.D. 1971 - 29 cm - 48 p. multigr.

  2. Etat des travaux et présentation des instruments d'observation et d'analyse - Document n° 2 - 29 cm - 19 p. multigr.

  3. Etude de la population - Document n° 3 - 29 cm - 35 p. multigr.

  4. Observation pédagogique et institutionnelle: méthodologie Document n° 4 - 29 cm. 32 p. - multigr.

  5. L'action d'alphabétisation aux établissements de l'Ondaine (Creusot-Loire) - Document n° 5 - 29 cm - 156 p. - multigr.

  6. L'action d'alphabétisation du C.I.P.L.

     1. historique - objectifs - document n° 6 - 29.5 cm - 69 p. multigr.

  7. L'action d'alphabétisation du C.I.P.L.

     2. la méthode élaborée - document n° 7 - 29,5 cm - 170 p. multigr.

- Institut de Recherche et d'Application pour la promotion - Actions de formation pour travailleurs immigrés en entreprise - Année 1971 - Paris I.R.A.P. 1972 - 30 cm - s.p. - multigr.

- REGIE RENAULT - l'initiation à la langue française à la R.N.U.R. Etude R.N.U.R. 1972 - 79 p. - Multigr.

- Université de Lille - Centre Université - Economie d'Education permanente - Formation des travailleurs étrangers dans le cadre d'une formation collective - zone Roubaix - Tourcoing - zone Gallaumines - Noyelles - Lille - C.U.E.E.P. 1972 - 30 cm - s.p. multigr.

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2. List of specialist reviews on the training of migrants:

- ACCUEILLIR -

Bulletin mensuel du S.S.A.E. (Service Social d'Aide aux Emigrants) 391, rue de Vaugirard 75015 PARIS

- A.G.E.P. - INFORMATIONS -

Service d'information et de documentation de "Animation-Gestion-Promotion" - 25, rue de la Villette - 75019 PARIS

- ALPHA-LIEN -

Bulletin de liaison des moniteurs de cours - CIMADE - 176, rue de Grenelle - 75007 PARIS

- ALPHABETISATION ET PROMOTION -

Bulletin mensuel d'information du C.L.A.P. (Comité de liaison pour l'alphabétisation et la promotion) 103, rue de Réaumur - 75002 PARIS

- CARREFOUR -

Bimestriel - Organe d'information d'accueil et promotion - 25, rue de la Villette - 75019 PARIS

- L'ENSEIGNEMENT TECHNIQUE -

Revue trimestrielle de l'A.B.D.E.T. (Association française pour le développement de l'enseignement technique) - 42, rue de Bellechasse - PARIS 7e -

- ETRE INSTRUIT POUR ETRE LIBRE -

Bulletin de liaison du GERMAE (Groupe d'Etudes et de Recherches de Méthodes Actives d'Education) 42, rue du Faubourg Montmartre - 75009 PARIS

- HOMMES ET MIGRATIONS -

Document - bimensuel -

- HOMMES ET MIGRATIONS -

Etudes - 6, rue Barye - 75017 PARIS

- INTER-ASTI -

Bulletin d'information mensuel de la FASTI (Fédération des Associations de Solidarité avec les Travailleurs Immigrés) - 12, rue Guy de la Brosse - 75005 PARIS -

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- MIGRATIONS -

Publication semestrielle du Secretariat MIgrations de la Division d'Entraide et de Service des Eglises et d'assistance aux réfugiés -
Conseil oecuménique des Eglises
150, route de Fernay - 1211 GENEVE 20 (Suisse)

- MIGRANTS-FORMATION -

Bulletin-revue bimestriel publié par le B.E.L.C. (Centre de Documentation Travailleurs Migrants)
9, rue Lhomond 75005 PARIS
à paraître à partir d'octobre 1973

- MIGRATIONS INTERNATIONALES -

Revue du C.I.M.E. (Comité Intergouvernemental pour les Migrations Européennes)
9, rue du Valais - GENEVE (Suisse)

- NOUVELLES DE LA C.I.C.M. -

Publication trimestrielle internationale sur les questions de migration, population, établissement rural et réfugiés -
Commission Internationale Catholique des Migrations -
65, route de Lausanne - GENEVE (Suisse)

- PARIS - BABEL -

Bulletin mensuel de liaison du S.I.T.I. (Service Interdiocésain des Travailleurs Immigrés)
34, rue de Vaneau - 75007 PARIS

- VIVRE EN FRANCE -

Revue trimestrielle de l'A.E.E. (Amicale pour l'Enseignement des Etrangers)
32, rue de Penthièvre - 75008 PARIS

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INTRODUCTION

Orientation data on the evolution of the problem and on the joint measures adopted by the education authorities of the Laender

The increased flow of foreign workers and their families into the Federal Republic of Germany prompted the education ministers and senators of the Laender in 1964, for the first time, to make a joint statement on matters relating to the instruction of the children of foreign workers.

The Standing Conference of Education Ministers of the Laender resolved on 14-15 May 1964 to address recommendations on "Instruction of Children of Foreigners" to the education authorities, so as to ensure that foreign children of school age would receive proper school instruction, in particular in the Laender where education for foreign children had not yet been made compulsory by law.

The recommendations were made on the assumption that while the number of foreign workers bringing their families to Germany was limited, a considerable percentage of these would stay in the FRG for a relatively long period. At the time, the number of school-age foreign children and youth enrolled in schools in the FRG totalled about 30,000.

In the years that followed, economic developments and the labour-market policy of the FRG and its partner-countries quickly brought increasing numbers of foreign workers and their families to Germany. The number of foreign school children rose from about 35,000 in the 1965-66 school year to about 159,000 in 1970-71. At the end of 1972, the total of children and youth under twenty-one was estimated at about 850,000.

As the number of foreign children soared - especially in the densely populated areas - the problems of integrating them in German schools grew. Public opinion began to focus on the question of ensuring their education and vocational training. Questions raised in the Bundestag and the parliaments of the Laender called for information about how to cope with the emerging social implications of the mass employment of foreigners. In order to enable the education authorities to take as effective and uniform action as possible to integrate foreign children in German schools, the Conference of Education Ministers adopted on 3 December 1971 a set of amplified and detailed recommendations on the "Instruction of Children of Foreign Workers". At the same time, it instructed the Conference's Committee on Schools to (1) implement a regular informational exchange of experience by the responsible advisors employed

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by the education authorities and (2) examine the possibilities of improving and supplementing the new recommendations. With these two actions, the conference established the procedural basis for further initiative in improving educational and training opportunities for foreign children and youth in the Federal Republic of Germany.

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. Policy

1. Basic outlines of the measures adopted by the Conference of Education Ministers for the instruction of foreign children and youth

1.1 The recommendations of 14-15 May 1964

With the 1964 recommendations, the Conference of Education Ministers showed the education authorities the way to systematise the education and vocational training of foreign children and youth in the Federal Republic of Germany. The main point of the recommendations is the extension of compulsory education to cover all foreign children and youth in the FRG, (including the Laender where foreign children were not legally required to attend school at the time). The education authorities of the Laender commit themselves in turn to make possible and - through appropriate measures - facilitate access to German schools by foreign children and youth. Specifically it is recommended that foreign children be given supplementary instruction in German in special classes ("pre-classes") set up for this purpose. It is conceded that it would be hard to "amalgamate" these classes, even in the big cities, since the children vary in age and come from a number of different countries. The pre-classes are to give the children enough facility in the German language to allow them to take part in "normal" instruction.

Native-language instruction for foreign children is assigned special importance by the conference. The education authorities are urged to provide aid for such courses. It is noted that as a rule, teachers for these courses are secured via the diplomatic missions of the given countries.

This programme reflects recognition of the need for foreign children to maintain living ties to their homeland - its language, its culture, the way it portrays itself. The recommendations do not go into the details of organising of this instruction and relating it to instruction in the German schools.

Two major guidelines of the 1964 recommendations should be stressed:

- the full integration of foreign children in the German schools in the framework of compulsory education;
- the provision of native-language instruction for foreign children.

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In deciding to make attendance at German schools fully compulsory for foreign children, the Conference of Educational Ministers acted in accordance not only with (at the time) most of the compulsory education statutes of the Laender but also with its own recommendations of 18 January 1951 (in the version of 28-29 September 1961) pertaining to "Compulsory Education for Foreigners", and providing that to avoid difficulties and legal imbalances, compulsory education should be extended to cover all foreigners residing or regularly staying in the FRG. With this principle, the education ministers and senators of the Laender have acted from the outset to counteract trends that could have resulted in the social isolation or worked to the educational detriment of the foreign children in the Federal Republic of Germany.

1.2 The recommendations of 3 December 1971

The recommendations by the Conference of Educational Ministers dated 3 December 1971 further develop the basic recommendations of 14-15 May 1964. They contain a list of structural and organisational priority measures, thus giving concrete form to the efforts of the administrative organs of education to integrate foreign children in German schools.

The point of departure is the statement that in all the Laender of the FRG, the laws on compulsory education now apply to all foreign children and youth. In this connection it is expressly noted that the compulsory education requirements must be met in German schools. Regarding legal status, the full equality of foreign school children and German school children is emphasised. In accordance with this principle, foreign children and youth are to be included in all provisions and care sponsored by the state. Foreign parents are entitled to avail themselves of the same legally prescribed opportunities for participation in the structuring of the school system as those enjoyed by German parents. The particular responsibility devolving upon the German supervisory authorities for the instruction of foreign children and youth is expressly noted. In the organisation chart of the school supervisory authorities, the category of instruction for foreign children should be outlined in such a way that all classification units of the school system are covered and the work falling in this category is co-ordinated.

The recommendations centre on practical suggestions for organising the integration of foreign children in German schools. These include the following.

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Foreign children who are subject to the compulsory education requirements in the FRG and who can follow the instruction in German schools without great difficulty are to be placed in a class that corresponds to their age or their performance level. Foreign children should make up no more than a fifth of the total number of children in any given class.

Foreign children who were not of school age when in their own country and have become of school age in the FRG attend, as a rule, instruction for German children from the outset and are put in the first grade. This also applies to school children who enter the first grade during the course of the school year.

Foreign children who would ordinarily belong in the second to the ninth grades but because of difficulty with the language are unable to follow the instruction in a German-language class are to be assigned to preparatory classes.

The preparatory classes are a constituent part of the German school. They are designed to facilitate and speed up the process of acclimatisation. A preparatory class can be organised for about fifteen children speaking the same language or different languages. When the number of children reaches twenty-four, the class can be divided. If numbers permit the establishment of several preparatory classes in a single school, a grouping of the children according to age and knowledge of German is recommended. The instruction is based on the generally applicable curricular guidelines. In the subjects of music, art, crafts, textiles, domestic science (home economics), and sports, the children in the preparatory classes and the German children can be instructed together. After sufficient help in the German language, the children in the preparatory classes are to be assigned to the grades that correspond to their age or performance level. As a rule, children attend the preparatory classes for one year.

Further aid that is indicated and recommended for the integration of foreign children includes intensive courses in the German language for school children who are already attending German classes but who need additional help, and assistance in doing homework.

The extension of compulsory education to cover foreign children and youth includes, for the youth, compulsory attendance at vocational schools, subject to which are not only apprentices, on-the-job trainees, and jobholders but also unemployed youth. To make sure that foreign youth subject to compulsory vocational education requirements are not exempted because of insufficient

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knowledge of German and are consequently unable to enter a vocation requiring such education, the Conference of Educational Ministers recommends, as a further aid to integration, intensive courses in the German language for these youth as preparation for the vocational school. This instruction counts towards fulfilment of the compulsory vocational education requirements.

For the provision of instructional materials - especially for the teaching of German as a foreign language but also for the preparatory classes conducted in the various native languages and following the German curriculum - the conference has agreed on the development of a procedure of co-operation and division of labour between the education authorities of the Laender and appropriate academic institutions.

A special section in the recommendations of 3 December 1971 is devoted to the teachers of the preparatory classes. German teachers of preparatory classes or of German classes that include foreign school children are to be given opportunity by the education authorities of further training for this responsibility in study groups. The experience of teachers who have taught abroad is to be utilised in appropriate fashion. In future, teacher training is to be so structured as to take into account the special responsibilities of instruction for foreign children.

It is recommended that employment of foreign teachers be limited to those who have completed teacher training in their own country or the host country. Efforts should be made to retain proven teachers for an extended period in Germany. Foreign teacher-candidates signing a contract must be able to prove they have adequate knowledge of German or must commit themselves to acquire this knowledge within one year. To enable such teachers to fulfil this commitment, German courses should be established for them. In addition, attendance at study groups covering didactic method is to make all foreign teachers more familiar with their special pedagogic responsibilities.

The education ministers of the Laender agree that foreign school children should also have the opportunity of attending instruction held in their native language. The aim of this instruction is to keep alive the pupils' ties to the language and culture of their homeland; and as a rule, it is given by teachers from the various homelands. At the secondary schools, including the Gymnasien, and the elementary schools if applicable, instruction in the pupils' native language can take the place of the normal foreign language requirements. The Laender decide whether this instruction does or does not fall within the purview of the education authorities.

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Keeping the foreign parents informed is assigned special importance by the Conference of Education Ministers. Parents are to be thoroughly and regularly informed about the compulsory education requirements and the importance of regular school attendance, about the German school system, and about the vocational opportunities it affords. The education ministers of the Laender commit themselves to distribute appropriate publications acquainting foreign workers with schools in the FRG.

The recommendations of 3 December 1971 are designed to spell out the principles of instructing foreign children and youth outlined in the recommendations of 14-15 May 1964.

Major points of the recommendations are the organising of the integration of foreign children in German schools and the assistance required for this purpose. At this point, efforts of the education authorities in organising instruction, teacher training, and securing instructional materials converge.

B. Legislation

2. Provisions adopted by the education authorities of the Laender regarding the instruction of foreign children and youth

2.1 List of the relevant provisions

Using the recommendations of the Conference of Education Ministers of 14-15 May 1964 and 3 December 1971 as a basis, the education authorities of the Laender have issued regulations governing the instruction of foreign children and youth. Allowances were made where necessary for special regional situations and statutory provisions of the Laender. The decrees and regulations follow (cf annex 3):

Baden-Württemberg

Children of foreign nationality and stateless persons, in particular children of foreign workers. Order dated 5 July 1971 P 4816/164, Amtsblatt of Baden-Württemberg (p. 1198/1971)

Bavaria

Announcement regarding the instruction of children of foreign workers, 20 April 1972 No. III A 2 - 4/12903, Amtsblatt of Bavaria (p. 547, 1972)

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Berlin

Implementing regulations on the instruction of children of foreign workers and of young foreign workers, Schul II o B 1 - III-51 - 15 April 1971, Dienstblatt of the Senate of Berlin

Bremen

Guidelines being prepared

Hamburg

Hesse

Instruction of children of foreign workers; Order dated 23 August 1971 - E 1 5 - 130/031, Amtsblatt of Hesse (p. 809/1971)

Lower Saxony

- Instruction of children of foreign workers: specifically, counsellors for native-language instruction; order issued by the Ministry of Education on 10 July 1972 - 3052-206/5/72 - GültLL 174/54, Schulverwaltungsblatt of Lower Saxony (p.201/1972)

- Instruction of children of foreign workers: MK order dated 20 March 1972 - 3052 - 206/5 - 10/72 - GültL 174/52, Schulverwaltungsblatt of Lower Saxony

- Services for foreign workers: specifically, registration of foreign children of school age pursuant to circular of MS and MK dated 3 March 1972 - II/5 - 54.06 - GültL MS 109/3, Schulverwaltungsblatt of Lower Saxony (p. 126/72)

North-Rhine-Westphalia

- School instruction of children of foreign workers: circular of the Minister of Education, 23 September 1965 - III A 36 - 6/1 No. 2964/65, Amtsblatt of North-Rhine-Westphalia (p. 237/1965)

- School instruction of children of foreign workers: circular of the Minister of Education, 18 July 1968 - III A 36 - 6/1 - 4084/68, Amtsblatt of North-Rhine-Westphalia (p. 255/1968)

- School instruction of children of foreign workers: circular of the Minister of Education, 27 January 1969 - I B 1.30 - 12/4 - 2416/68, Amtsblatt of North-Rhine-Westphalia (p. 96/1968)

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- School instruction of children of foreign workers; specifically, inclusion in the contracts of employment of a provision for dismissal in the case of inadequate knowledge of German: circular of the Minister of Education, 24 February 1969 - III A 36-6/1 - 7805/68, Amtsblatt of North-Rhine-Westphalia, p. 255

- Amendment of the Compulsory Education Act in the Land of North-Rhine-Westphalia, 15 April 1969: circular of the Minister of Education, 7 May 1969 (Amtsblatt, Minister of Education, p. 162)

- School instruction of children of foreign workers; specifically, crediting of instruction in the native languages as foreign language instruction pursuant to the guidelines for short-course secondary schools: circular of the Minister of Education, 15 October 1969 - III A 36-6/1 - 5481/60, Amtsblatt of North-Rhine-Westphalia, p. 414/1969

- Advanced teacher training for foreign teachers engaged in the instruction of children of foreign workers; specifically, advanced instruction in the German language: circular of the Minister of Education, 23 July 1970 - III A 36 - 6/1 - 4140/70, Amtsblatt of North-Rhine-Westphalia, p. 379/1970

- School instruction of children of foreign workers; specifically, instruction in German in transitional classes: circular of the Minister of Education, 23 July 1970 - III A 36 - 6/1 - 4194/70, Amtsblatt of North-Rhine-Westphalia, p. 412/1970

- School instruction of children of foreign workers; specifically, advanced teacher training for German and foreign teachers assigned to transitional classes: circular of the Minister of Education of 24 July 1970 - III A 36 - 6/1 - 4170/70, Amtsblatt of North-Rhine-Westphalia, p. 348/1970

- School instruction of children of foreign workers in the Land of North-Rhine-Westphalia; specifically, registration of school-age children and supervision of the fulfilment of compulsory education requirements: circular of the Minister of Education, 16 February 1971 - III A 8.36 - 6/1 - 5137/70, Amtsblatt of North-Rhine-Westphalia, p. 112/1971

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- School instruction of children of foreign workers; specifically, integration of the children from the transitional classes in German classes: circular of the Minister of Education, 23 February 1971 - II A 5.36-6/1 - 730/71, Amtsblatt of North-Rhine-Westphalia, p. 155/1971

- Experimental school programme of supervised study periods: circular of the Minister of Education, 7 July 1971 - III C 4.70-7/72 - 1284/71, Amtsblatt of North-Rhine-Westphalia, p. 424/1971

- Recommendations of the Conference of Education Ministers: circular of the Minister of Education of 21 December 1971 - II A 3.36-6/1-7199/1971

- Translation into Italian, Portuguese, Spanish, Greek, Serbo-Croatian and Turkish of secondary school term report cards of children of foreign workers: circular of the Minister of Education of 3 May 1972 - II A 3.36-6/1 - 95/72, Amtsblatt of North-Rhine-Westphalia, p. 229/1972

Rhineland-Palatinate

- Instruction of children of foreign workers: orders of 20 July 1970, 8 April 1971, 7 June 1971, 10 September 1971

- Guidelines for the instruction of children of foreign workers: circular of the Ministry of Education 15 June 1973 - IV B 5 Tagebuch No. 1877, printed in the Amtsblatt of the Ministry of Education, No. II/1973

Saarland

- Order re instruction of children of foreign workers: V/III - 10 of 13 June 1966, Saarland Schulblatt, p. 165/1966

Schleswig-Holstein

- Instruction of children of foreign workers: circular of the Minister of Education, 3 July 1973 - X 21 A - 19.01/11

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2.2 The contents of the provisions

2.2.1 Pre-school education (three to five-year-olds)

To the extent that the above-listed guidelines of the Laender are based on the recommendations of the Conference of Education Ministers, they contain no specific provisions on the pre-school education of the children of foreign workers. The reason is that not all of the Laender education authorities are responsible for pre-school education in their states.

The importance of pre-school education for the integration of foreign children in society and in the German schools is recognised by all authorities with appropriate jurisdiction. It is pointed out that attendance at kindergartens and pre-school institutions gives foreign children opportunity to play together with German children, to establish social contacts, and to learn German in a conducive atmosphere and without the pressure of having to reach a certain performance level. Thus in the planned expansion of pre-school facilities, the aim of the responsible authorities is to make sure that an appropriate proportion of kindergarten enrollment is reserved for foreign children.

2.2.2 Legal status

The school statutes of the Laender apply equally to German and foreign school children. The administrative organs of education of the Laender agree that the right to education must be guaranteed equally for German and foreign children and youth. The compulsory education requirements contained in the school statutes of the Laender are in accord with the right to education. In all Laender of the Federal Republic of Germany, compulsory education lasts twelve years, including nine years of full-time general education and three years of part-time education in vocational schools.

Regarding free public education and instructional materials (textbooks, etc) the law makes no difference between German and foreign school children.

Regulations governing the assistance of and care for school children apply both to foreign and German pupils. These include:

- medical care, under which the school physician examines the children on entering and leaving school and periodical during attendance, devotes special attention to sick children, holds consultation hours for pupils, parents and teachers, and introduces on-going health-care measures;

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- statutory accident insurance, which covers school-connected activities (going to and home from school, instruction, school-sponsored events, activities serving instructional purposes): the costs of medical care for school-connected accidents are defrayed, pensions are paid, and other benefits are granted;

- training assistance provided under the Federal Training Assistance Act. One qualification should be noted: training assistance provided for the category of foreigners in which the foreign workers usually fall will go into effect at the time stipulated by a special law. The German Federal Government recently drafted a bill for such a law;

- vocational counselling by the Federal Labour Agency.

2.2.3 Representation of parents

The Conference of Education Ministers recommended that the laws of the Laender pertaining to participation by parents and guardians in the structuring of the school system apply equally to German and foreign parents and guardians. This recommendation is being followed in the Laender.

Hesse has an additional provision. If the parents' advisory board of a school attended by foreign children has no elected member who is a foreigner, the board is to invite a representative of the foreign parents to attend and vote in an advisory capacity.

2.2.4 School admission

As recommended by the Conference of Education Ministers, all Laender provide for the possibility of instituting preparatory classes in primary and secondary schools for foreign children who are unable, because of language difficulties, to follow instruction conducted in German. The preparatory classes emphasise German-language instruction. In order to bring the pupils up to the level of the classes they would normally attend, part of the instruction can be conducted in the children's native language.

Baden-Württemberg has provided that when possible, the instruction of foreign children in the preparatory classes shall be independent of the given native language or languages.

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Bavaria has provided that private preparatory classes can be established under certain circumstances. The aims of such classes must essentially accord with the aims of the preparatory classes in the public schools.

2.2.5 Supplementary German instruction

If organisational reasons (eg an unfulfilled minimum quota) preclude the possibility of establishing a preparatory class in a school, the education authorities have taken care that the foreign children attending German schools will be given supplementary German instruction. When possible, such instruction is also provided for foreign children who have attended a preparatory class but who still do not have sufficient knowledge of German to permit their successful participation in a normal class.

2.2.6 Help in doing homework

Homework assistance for foreign children - an idea that was publicised in the FRG during the International Educational Year (1970) with the support of the German Federal Government and the co-operation of the Conference of Education Ministers - met with a marked response by the education authorities and the school sponsors, especially including the private welfare organisations involved in social assistance. Since that time, volunteers have helped foreign school children to do their homework after school hours; many young people have co-operated in this programme.

2.2.7 Primary and lower secondary levels

In addition to integrating foreign school children in normal German classes in an elementary or secondary school (including the Gymnasium up to the tenth grade), some Laender have provided for the possibility of instituting special classes for foreign school children in German schools.

In Berlin, this is made possible in the short-course secondary school under certain circumstances and if there are documented organisational reasons for doing so. The instruction in these classes is to be oriented on the regular curriculum. Mandatory English instruction can be waived. The instruction in the special classes can be given by teachers who come from the pupils' native country.

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In North-Rhine-Westphalia, special classes for Spanish and Italian pupils attending elementary schools have been established in some localities. Half of this instruction is conducted in German, half in the pupils' native language, by teachers from the FRG and the given native country who are fluent in both languages, in accordance with the German curriculum. After completing the sixth year of school, the children are sent to a secondary school (short-course secondary or Aufbaugymnasium, in accordance with their performance level and the wishes of their parents).

In several localities in Bavaria, beginning with the 1973-74 school year, foreign workers' children attending public elementary schools who are unable to follow instruction conducted in German or whose parents want them to be instructed in their native language will be grouped together in separate classes conducted for the most part in their native language. The minimum number of pupils required for the establishment of such a class is twenty-five. As a rule, these classes will include eight hours a week of German taught as a foreign language, German being a required subject for all pupils in these classes. As soon as the children reach the point where they can follow instruction conducted in German, they can transfer to a regular class, if their parents wish them to.

In Bavaria, native-language classes can also be established on a private basis, recognition thus being accorded a "special pedagogic interest" as defined in Article 7, par.5 GG (Basic Law).

2.2.8 Upper secondary level

Vocational schools

In all Laender, care is taken to see that foreign youth comply with the requirement to attend a vocational school; German courses are provided for those who need it, and attendance at such courses counts towards the fulfilment of the vocational school attendance requirements. There is a growing tendency to tailor these courses to the given vocation.

In the Rhineland-Palatinate, the year of basic vocational training attended by foreign youth subject to the compulsory vocational training requirements is being restructured: a more intensive vocational preparation is being aimed at in full-time classes. Other Laender are planning similar programmes.

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In a few places in North-Rhine-Westphalia, beginning in 1972-73, Turkish youth with the proper Turkish education certificates (trade school diploma) and who have passed supplementary German-language examinations have been given the opportunity to attend the twelfth grade of a specialised upper-secondary-level school. The final examinations include tests in German as a foreign language and Turkish as native language, at the school-leaving-examination level, and those who successfully pass the finals are eligible to attend a specialised institution of higher learning.

A new model programme that is financially assisted by the Federal Ministry of Labour also aims at preparation for regular vocational training. The programme is based on a combination of a part-time job and off-the-job instruction. The chief subject of this instruction, which is held three days a week, is the German language. Other subjects are general science, arithmetic, introductory vocational studies, and general social orientation. Supplementary workshop instruction is designed as a practical vocational study programme and as an aid in vocational choice.

The Gymnasium (upper secondary, grades 11-13)

In North-Rhine-Westphalia, specific measures have been taken in special cases to enable foreign youth to reach the level of eligibility for study at an institution of higher learning. For example, in a course of study instituted at an evening-study Gymnasium in the Bishopric of Essen for young Spaniards, Spanish is taught instead of English, which is ordinarily the required foreign language.

2.2.9 Term reports and transition

Pursuant to the recommendations of the Conference of Education Ministers, foreign pupils are given the same kind of reports as German pupils. In Hesse and North-Rhine-Westphalia, the reports are issued in the pupils' native language, for the parents' benefit.

In Bavaria, grading in specific subjects can be suspended for a year if the pupil's performance in German is not yet adequate. Performance in the subject of German can be designated by remarks instead of a grade.

In all Laender, secondary school instruction in the pupil's native language can be counted as foreign language instruction in accordance with the guidelines and is entered in its place on the term reports.

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Transition

Decisions whether a pupil gets his transition or not are to ensure that his educational progress will reflect his mental development and desire to learn. All Laender provide that the pupil's special and individual circumstances shall be taken into account here.

2.2.10 Instructional materials and aids

Almost all Laender provide that the required textbooks shall be supplied to the school children without charge, and foreign children are included in this provision. In addition, the majority of the Laender have budgeted special funds for the procurement of instructional materials for foreign school children.

The Conference of Education Ministers has instructed its permanent study group dealing with "Instruction for Children of Foreign Workers" to come up with procedural solutions to the problem of developing suitable materials for instruction in German as a foreign language, native-language instruction (to the extent that this falls within the purview of the educational authorities), and instruction in the preparatory classes that is conducted in German or in the native language and that follows German curricular guidelines.

A priority project of the educational authorities right now is the provision of instructional material for teaching German as a foreign language. The administrative, didactic, and publishing efforts in this regard are taken up in detail on page ( ) of this report.

Among the Laender that have taken the initiative in developing instructional materials for native-language instruction, Baden-Württemberg deserves special mention. The Ministry of Education in this Land has authorised and financed the publication of a Turkish-language textbook, which is also being used in other Laender. It is employed in native-language instruction (Turkish language, Turkish social studies) and is recommended by the National Education Council of the Ministry of Education in Turkey for use in the Federal Republic of Germany and other German-speaking countries.

Similar materials are being prepared for Spanish-language instruction.

Apart from such improvements at specific points, and from various individual measures, teachers faced with the wide range of instructional requirements, particularly in the preparatory classes, are still dependent on their own compilation of situation-oriented instructional materials.

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2.2.11 Advanced teacher training

German teachers

Professors and future teachers studying at institutions of higher learning in the Federal Republic of Germany are becoming increasingly aware of the problems involved in instructing foreign children and youth. This is evidenced by the great number of graduation theses devoted to this subject each year. The possibilities of specifically including this subject matter in teacher training are currently being examined in the appropriate commissions and in informal study groups. There are groups at the various institutions of higher learning that are taking up didactic and socio-cultural research projects. Here as well, priority is being given to the question of introducing a course on "German as a foreign language". For several years the Laender have regularly offered a variety of advanced teacher-training courses.

In Hamburg, Hesse, Rhineland-Palatinate, Lower Saxony, Saarland, and Berlin, such courses are part of the advanced teacher-training programme.

In Baden-Württemberg, efforts by the educational authorities, especially at the Calw State Academy, aim at training the teachers in the "direct method" of German instruction.

The same subject is being dealt with in the "International Class" study group at the University of Constance, which is made up of elementary and secondary school teachers and staff members of university language training institutes.

In Bavaria, advanced courses are held regularly at the Academy for Advanced Teacher Training in Dillingen. The subjects are: introduction to the overall problems of instruction for children of foreign workers; focal points of language instruction for foreign children; the development of teaching models; curriculum planning; work in the language laboratory and with audio-visual aids.

In a teachers' training institute in Bremen, study groups are featured for German teachers and for foreign teachers who teach German. At these study groups, experiences are exchanged, ideas on didactics and method are set forth, and information on currently available instructional materials is provided.

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In North-Rhine-Westphalia, the Education Ministry, in co-operation with the Centre for the Education of Foreigners, has sponsored orientation courses for the teaching of the German language courses that have been introduced in this state. This programme has resulted in the organising of supra-regional and local study groups that, in conjunction with the Land Institute for Education, deal with the problem of language instruction for foreign children.

In Schleswig-Holstein, teachers instructing foreign children and youth are given special training in the "German for foreigners" study programme at the University of Kiel and at the Institute of Scholastic Theory and Practice.

Foreign teachers

According to the recommendations of the Conference of Education Ministers, both graduation from a teacher-training programme and adequate knowledge of German are prerequisites for the engagement and relatively long-term employment of foreign teachers in the schools of any given Land. In a number of Laender, special language courses for foreign teachers have been started, so that the required knowledge of German can be attained and certified.

In North-Rhine-Westphalia, foreign teachers learn for a year and a half while they teach: they take a concentrated and advanced home-study course that was developed by the Goethe Institute in Munich in co-operation with the German Home-Study Institute in Tübingen. The language training is followed by training in didactic method, coupled with detailed information on German school laws and the provisions of the education authorities.

In Lower Saxony, foreign teachers who instruct the children of foreign workers in their native language and who are fluent in German can be appointed special advisors. They have the task of accompanying the superintendent of schools on visits to classes and of advising him in their special field.

2.2.12 Native language instruction

According to the recommendations of the Conference of Education Ministers of 3 December 1971, foreign children should be given the opportunity to attend native-language instruction. As a rule, this instruction is given by teachers who come from the pupils' native countries; it covers the language itself, home studies (geography and history of the native country) and, in appropriate cases, religion.

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In Hesse, Lower Saxony, North-Rhine-Westphalia, and Rhineland-Palatinate, native-language instruction comes under federal supervision.

In most Laender, secondary school instruction in the native language counts as foreign language instruction, as defined in the guidelines, and takes the place of foreign language instruction in term reports.

2.2.13 Information

A publication entitled "Information on School Attendance in the Federal Republic of Germany", the draft of which was approved by the Conference of Education Ministers together with the recommendations of 3 December 1971, has been issued in German and in translation and is being used in all Laender.

As an example of the special efforts made by the Laender to provide appropriate information to foreign parents and school children on the German school system in the given Land, the informational pamphlets published by Bavaria and Hesse are appended.

3. Special activities of the education authorities

3.1 German as a foreign language

A new task facing German schools in connection with the integration of foreign children and youth is that of teaching German as a foreign language. In accordance with the didactics of foreign language instruction, the fulfilment of this task requires specially trained teachers, suitable instructional materials, and teaching programmes for German as a foreign language.

A description of the principles, didactic method, and instructional materials for this kind of German instruction follows:

Foreign workers' children who do not speak German should acquire enough knowledge of the language to be able to follow the instruction in German classes. This entails:

1. skills

   a. ability to understand spoken German

   b. ability to speak German

   c. ability to read German

   d. ability to write German.

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2. knowledge of and insight into German life, private and public sectors, German language structure. This includes:

   a. the reading of linguistically suitable, age-graded texts, with stress both on sense and correct pronunciation

   b. oral and written description of experiences and situations in simple form

   c. participation in conversation about situations treated; the construction of new situations, using the vocabulary that has been learned

   d. the grasp of a basic vocabulary, including spelling, of an estimated 2,000 words

   e. familiarity with the most important grammatical terms in German

   f. familiarity with a few short poems and songs

   g. basic knowledge of Germany today from the perspective of a foreigner

   h. adeptness in the use of dictionaries

The children learn the unfamiliar language by means of structures, both in terms of an ever-growing fund of material, accompanied by a selected vocabulary, and in terms of grammar. Both of these - putting situations into words and describing grammar by structures - take place with the aid of syntax patterns that are thoroughly practiced (pattern drill) and further developed into dialogues.

If one summarises the modern developments in linguistics and the consequences involved for the didactics and method applying to foreign language instruction, the following principles emerge for teaching German to the children of foreign workers:

1. Language is acquired by means of the repeated combining of situations, contexts, and pictures with the corresponding group of words. The starting point is the sentence.

2. The learning approach to grammar is by means of situations, from which the grammatical structures are extracted.

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3. New structures are learned by means of familiar words; new words are learned in the context of familiar structures.

4. Audio-visual aids are used.

5. The description of realistic situations is to follow a logical development, cover experiences that can be acted out and shared, and make possible the inclusion of dialogues, role-playing, and songs.

6. The scope of the material is to be limited in accordance with what is required for the children of foreign workers.

7. The vocabulary is to be selected in accordance with frequency of use.

8. Phonetic drill is to be used in combination with structures and real situations.

9. There is to be intensive practice by means of pattern drill.

10. The proper methodological sequence is to be observed:

    hearing - speaking

    reading - speaking

    writing

Instructional materials for the children of foreign workers must be child-oriented with regard to the children's special situation in German schools. This means the materials must:

1. be suitable in terms of content, scope, and the children's abilities

2. be a didactic and methodological aid to the teacher

3. reflect modern linguistic and didactic insights in order to fulfil the first two requirements

Textbooks must be developed that meet the needs of beginning pupils, advanced pupils, and pupils taking vocational training. There should also be textbooks aimed at the perfection of language skills.

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3.2 Experimental school projects

The officially approved, professionally supervised, and financially aided experimental school projects currently going on and aimed at further developing the education system in the Federal Republic of Germany include a number of projects in which new and improved ways and means of instructing foreign children and youth are being tested.

In 1973 in Bavaria, for example, an experimental programme was begun whereby foreign teachers were engaged as kindergarten teachers for foreign children. This programme is under the supervision of the Bavarian State Institute for Beginning-Level Pedagogy.

The "special programme for the individual assistance and integration of socially and culturally disadvantaged pupils during the beginning stages of elementary instruction" in Hamburg is aimed at improving and easing the process of acclimatisation. The aim is to ascertain the extent to which a preliminary "head-start" quarter-year and additional learning activities (especially didactic games) can facilitate the integration of foreign children in normal German classes and can reduce oral deficiencies at the beginning of elementary school.

Corresponding experimental programmes covering advanced teacher-training, professional supervision, assistance and integration of marginal social groups, and the development and testing of instructional materials for foreign pupils attending elementary, secondary, or vocational schools have been started or are planned in Bavaria, Baden-Württemberg, Berlin, Bremen, Hesse, Lower Saxony, and North-Rhine-Westphalia.

In North-Rhine-Westphalia, foreign workers' children who need special help as a means of assuring as nearly equal educational opportunity as possible are assigned to special supervised study periods. This experimental programme is designed to (1) test ways and means to provide individual learning assistance and (2) supply an empirical basis for ascertaining what would be involved in setting up a large number of such supervised study periods.

The German Federal Government provides assistance via the Joint Federal and Laender Commission for Educational Planning to experimental projects aimed at developing and testing learning programmes for foreign children, and covering both subject-matter and organisation. The Federal Government's particular concern here is with facilitating the integration of foreign children in the German school system and the improvement of the opportunities for these children.

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C. Research and Experimentation

Research dealing with educational opportunities for foreign children and youth in the Federal Republic of Germany is a recently initiated special field at the institutions of higher learning with focal points of research currently in Baden-Württemberg and North-Rhine-Westphalia.

At the Institute for Social Studies in Mannheim (Baden-Württemberg), a research group is examining the school problems of children of foreign workers.

At the Wuppertal Gesamthochschule (comprehensive university) and the Neuss campus of the Rheinland Teacher-Training College (both in North-Rhine-Westphalia), several pilot studies have been concluded on "foreign workers' children and teacher-training" and "the integration of foreign workers' children in the social structure of the German school-class". The findings of these research studies are specially noted in the appended bibliography.

4. Co-operation by the education authorities with state and non-state agencies

The education authorities of all Laender co-operate, in the framework of commissions specially created for the purpose, with all agencies responsible for and engaged in the solution of the problems of foreign workers and their families. Representative examples of this organised co-operation are the Commission for Matters Relating to the Employment of Foreign Workers (Baden-Württemberg), the Senate Committee on the Affairs of Foreign Workers (Berlin), and the Administrative Committee of the Labour and Social Agencies (Hamburg).

5. Impact of the present programmes; pending problems

The inclusion of foreign children and youth in the German school system fulfils an essential requisite for the development of desirable conditions for the instruction and education of these children. It means, in fact, regular school attendance and the acquisition of knowledge and capabilities in the framework of compulsory school attendance extending over nine years. For many of the foreign children, especially those from underdeveloped areas of Europe, this also means a genuine improvement in their personal situation and their vocational prospects. The efforts jointly undertaken in the schools by German and foreign teachers to help the foreign

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children are characterised by remarkable pedagogic engagement. The activities of the teaching corps are described in a great number of publications on the instruction of children of foreign workers (cf Annex 3.1). These activities notwithstanding, the question remains whether the results thus far may be termed satisfactory.

The Federal Ministry of Education and Science estimates that only three-fourths of the foreign children of school age living in the Federal Republic of Germany attend school. (There are no exact figures here, because the statistical surveys of foreign children under age 16 are incomplete.) Federally uniform statistics on children who come from the major countries sending foreign workers to the FRG and who attend some school show that during the 1969 school year, 95.9% of this group attended elementary and short-course secondary schools (German pupils: 73.5%), 1.7% the Realschule or non-classical secondary school (German pupils: 10.1%), and 2.4% the Gymnasium (German pupils: 16.4%).

In North-Rhine-Westphalia in 1969, 60.3% of the foreign pupils (23.9% of the German pupils) leaving the short-course secondary school after fulfilling the compulsory school attendance requirements failed to meet the goal: ie did not fulfil the prerequisites for qualified vocational training. According to a survey of the children of Spanish workers in the industrial towns of the Lower Rhine area, only 16% of the pupils polled were attending the class commensurate with their age, and the others were up to four years behind their age-group.

These inordinately unfavourable findings cannot be traced to any single cause. The Plowden Report, a 1967 study of the English primary school system, strikingly confirmed that the socio-cultural conditions in which the child lives is a major factor in his success or failure at school. The most important of these conditions is parental and home influence during the primary school phase. The Plowden Report showed that a state of being culturally disadvantaged is not chiefly caused by poverty, that parental attitudes and maternal care are more important than material circumstances. In this connection the question arises whether the foreign children in the FRG receive the proper supportiveness at home - and especially whether the standards of the German school and the scholastic blueprint of the Conference of Education Ministers are the appropriate standards of performance for them.

As an aid in appreciating the role of the foreign parents, it should be pointed out that for a considerable number of foreign children, compulsory school attendance lasts two to four years longer in the Federal Republic of Germany than it does in their own countries. Without some kind of

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provision for acquiring scholastic credit, recognised by the educational system in the home country, for this additional performance - ie without some system of equivalences - the parents who plan to return to their home countries sooner or later lack an important motivation for inducing their children to stay in school until they have the diplomas that open up their future prospects. Whereas, in the FRG and other countries, increasing expectations are being placed in parents' participation in the structuring of school life and above all in the scholastic success of their children, most foreign parents are unaware of or indifferent to their responsibility. Contributing factors, of course, are the parents' uncertainty as to how long they will stay in the Federal Republic of Germany and the general politico-legal status. In line with the basic concept adopted by the Conference of Education Ministers and oriented on social integration and communicating ability, the emphasis is being put on measures to eliminate the language barriers facing foreign children. Actual instruction in the classroom shows that, beyond this aspect, there are determinants of pedagogical significance in the educational progress and educational opportunities of the foreign pupil that still remain to be considered by the educational authorities of the Laender as they form their judgements and make their decisions. These include such as yet insufficiently analysed factors as (1) the thought patterns inherited by the foreign children from their native language and (2) the judgements and norms which are intrinsic to their stage of cultural development and to which they are exposed in their new environment. The feasibility of increased cultivation of the foreign child's linguistic and cultural ties to his homeland should be examined with an eye to its didactic use as part of a distinctive approach to the further education of foreign children in the German school system. There are promising beginnings in the direction of bicultural pedagogic theory of this kind. Their conversion into practice in the classroom would require, first of all, the appropriate kind of teacher-training and an increased exchange of experience by the German and foreign teachers regarding socio-cultural environments and educational systems.

The education ministers and senators of the Laender have committed themselves to make possible the successful participation of foreign, school-age children and youth in German schools and to co-ordinate the arrangements for their instruction in a way that will permit the educational opportunities offered by the German school system to be more fully utilised. The increased efforts being made by the educational authorities and the schools themselves are aimed at achieving these goals.

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PART II

STATISTICS

A. Migrant Worker Population

1. Total number of migrant workers

1971: 2,240,793

1972: 2,352,392

Source: Bundesanstalt für Arbeit, Nuremberg.
Position: September.

2. Breakdown of these numbers by nationality

	1971	1972
Italy	408,015	426,393
Greece	268,653	270,114
Spain	186,585	184,203
Turkey	453,145	511,104
Portugal	58,390	66,008
Yugoslavia	478,321	474,934
Morocco	12,068	15,008
Tunisia	10,246	11,041
Other	365,370	393,587
Total	2,240,793	2,352,392

Source: Bundesanstalt für Arbeit, Nuremberg.
Position: September.

3. Total active population

1971: 26,835,000

1972: 26,709,000

Source: Statistisches Bundesamt, Wiesbaden.
Annual average. 1972 preliminary figure.

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B. Educational situation of migrant workers and their families

1. Total immigrant population under the age of 16, with breakdown by nationality (under 21 not yet available)

	1971	1972
Italy	118,507	
Greece	76,326	
Spain	45,715	
Turkey	100,098	
Portugal	9,943	(not yet available)
Yugoslavia	44,842	
Morocco	911	
Tunisia	530	
Other	139,352	
Total	536,224	

Source: Statistisches Bundesamt, Wiesbaden. Position: December. Not including Berlin/West (Total 1971 = 27,751).

2. Total population under the age of 16 (under 21 not yet available)

1971: 19,034,345

1972: 18,881,600

Source: Statistisches Bundesamt. Position 1971: December. 1972 4th Co-ordinated Population Forecast.

3. Breakdown of total immigrant population under the age of 16 by age level and school attendance (under 21 not yet available)

3.1 Pre-school education

3.1.1 Number of migrant workers' and other foreigners' children of pre-school age

1971:)
) not yet available
1972:)

Source: Bundesverwaltungsamt, Cologne, Ausländerzentralregister. Position:

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3.1.2 Total population of pre-school age

1971: 2,010,678

1972: 1,940,900

Source: Statistisches Bundesamt, Wiesbaden. Position 1971: December. 1972 4th Co-ordinated Population Forecast.

3.1.3 Number of migrant workers' and other foreigners' children attending pre-school institutions

1971:)
) no data available
1972:)

3.2 Compulsory education

3.2.1 Number of migrant workers' and other foreigners' children of full-time compulsory school age 6 to under 16)

1971:)
) not yet available
1972:)

Source: Bundesverwaltungsamt, Cologne, Ausländerzentralregister. Position:

3.2.2 Total population of full-time compulsory school age

1971: 9,558,122

1972: 9,726,100

Source: Statistisches Bundesamt. Position 1971: December. 1972 4th Co-ordinated Population Forecast.

3.2.3 Number of migrant workers' and other foreigners' children attending institutions of full-time compulsory education

1971: 157,813

1972: 211,135

Source: Statistisches Bundesamt. Including part-time vocational schools (Berufsschule), which are part of full-time compulsory vocational education; position 1971: school-year 1970/71 (22,128 students); 1972: school-year 1971/72 (29,708 students). Further including full-time non-compulsory grades 10 - 13 of general education. Figures on the number of students by grades are not yet available.

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3.3 Post-compulsory education

3.3.1 Total immigrant population over compulsory school age and below the age of 21

3.3.2 Total population over compulsory school age and below the age of 21 (16 to under 21)

1971: 4,085,300

1972: 4,113,600

Source: Statistisches Bundesamt.
Position 1971: December. 1972 4th Co-ordinated Population Forecast.

3.3.3 Number of immigrants and other foreign students in this age group attending institutions of upper secondary education

a. General education

1971:)
1972:) included in 3.2.3

b. Technical/vocational education

1971: 8,773

1972: 9,810

Source: Statistisches Bundesamt.
Position 1971: school-year 1970/71;
1972: school-year 1971/72.

4. Number of migrant workers and other foreigners over the age of 21 attending institutions or courses of post-secondary or adult education

a. Post-secondary education

1971: 29,657

1972: 34,286

Source: Statistisches Bundesamt.
Position 1971: winter-term 1970/71;
1972: winter-term 1971/72

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b. Adult education

1970: 39,354

1971: 41,887

Source: Deutscher Volkshochschulverband. Only foreigners attending German language courses.
Position:

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G R E E C E

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There is no emigration problem in Greece today except in a few rare cases primarily involving people who leave to join their families living abroad. On the contrary, our country's economic development makes it necessary for Greek workers who have only emigrated temporarily to return and be integrated in our production system.

PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY

Educational policy concerning migrant workers' children is based on the principle of creating the requisite conditions for them to be re-integrated more easily into our cultural and economic system. The objective is firstly to ensure that the children of migrant workers who have settled abroad know their mother tongue, and secondly to give them the opportunity of pursuing their education in secondary and higher education establishments when they return home. This is why our legislation is based on these two points, namely organisation of education for the children of migrant workers, and secondly assimilation of such children into our schools.

B. LEGISLATION

1. No comment

2. The major piece of legislation on the education of migrants is Decree Number 695/1970 on the education of Greek pupils living abroad.

   a. Article 1 establishes the nature of the organisation of Greek schools abroad for the children of migrant workers :

   - These schools operate either under the aegis of our diplomatic or ecclestastical representatives or under that of the Greek community if there are a large number of migrants. In some instances these may be private schools but in host countries where independent education is prohibited the teaching of Greek language, religion and history are included in the curricula of local officially recognised schools.

   - The aim of our schools abroad is to teach various subjects included in the official curricula in Greece.

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- Greek schools abroad are equal in all respects to official schools in Greece. There is special legislative provision for the enrolment of pupils in official Greek schools on their return.

b. Article 2 is concerned with teaching staff.

- Teachers in our schools abroad may be either Greek primary and secondary school teachers whose salaries are paid by the Greek government, or foreign teachers appointed to teach the language of the host country and certain other subjects taught in accordance with that country's legislation.

- Greek teachers appointed to schools abroad follow a special training course before leaving, to introduce them to the special methods used in the schools in which they will work.

c. The other articles deal with administrative organisation and are not relevant to this question.

3. Decree Number 1197/1972 covers the entrance examination to be taken by children of returning migrant workers not enrolled in the type of school referred to above but who were taught privately at home.

4. Royal Decree Number 664/1969 governs the enrolment in Greek schools of pupils returning from Greek schools abroad.

PART II

STATISTICS

No comment.

PART III

DOCUMENTATION

No comment

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1. The Church, "which is deeply involved in mankind" (1) and especially in that part of mankind which is most in need, in so far as she "recognises in the poor the image of her Founder" (2), experiences always a very special concern for all those who, not finding work in their own country, offer the benefit of their labour elsewhere.

2. She hopes therefore that the rights of the human being may be everywhere respected (3), so that no individuals or their families may have to put up with precarious living conditions (4) for reasons of social and cultural discrimination (5), and so as to avoid the occurrence of prejudice and intolerance (6).

3. The migrant must not, in fact, be considered as mere "labour potential" - more or less skilled - nor for his particular technical capacity, but should be regarded, and therefore trained, in such a way as to be freely and successfully integrated into the community in which he is working. Otherwise, he either tries to recreate an artificial milieu which is familiar to him, retreating into a kind of ghetto and restricting himself to contacts within the narrow sphere of his work, or else, what is even worse, he gets lost in the crowd, and becomes anonymous, with no reference co-ordinates or spiritual support. In addition, being in contact with different languages and cultures can in itself increase the risk of misunderstandings, and give rise to those negative phenomena which are linked with anonymity, and with living on the fringe of society, all of which limits the possibility of the migrant's discovering and developing his own personality.

4. For its part, the receiving community has a duty to ensure that the migrant has not only decent housing, sufficient to eat, social security, leisure and cultural centres, equality of rights with its own citizens, the opportunity to live with his family, schools and day nurseries for his children, but also the major requirements of culture and human solidarity, with a view to achieving the "integration" which we have discussed.

5. We feel it to be vital that the education of the migrant be aimed, on the one hand, at reinstating his whole personality, instead of merely fostering his abilities and his capacity to work and so increase production; on the other hand, at making the individual a free and responsible agent and not a mere tool or machine, by promoting living conditions which do not stifle human values: "man cannot live by bread alone" (7).

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6. Only on these terms can emigration, like other contemporary social phenomena, pave the way to a fruitful mingling of cultures, the widening of horizons and a better realisation of the brotherhood of man, while at the same time bringing a greater recognition of international obligations in the field of justice.

7. Hence the need to encourage personal contacts, communication, and dialogue : which also requires some degree of solidarity between nationals and migrant workers. The latter can, in fact, be properly educated only in so far as they become successfully integrated into their new surroundings, not merely through learning the language, but also by learning how to assimilate the various cultural and spiritual benefits of the new environment.

8. It follows that such an education should receive a positive and adequate start in the country of origin, not only for true migrants in the strict sense of the term, but also for those who go abroad to work temporarily.

9. In particular, as regards the education and training of immigrant children, it is essential that families be allowed to choose the types of school they prefer, and that the children should receive their schooling free of charge, or possibly with the help of a grant, whether in State or denominational establishments. These, in their turn, cannot remain indifferent to the needs, both cultural and social, created by the phenomenon of migration.

10, As regards the Church, however, the desired humanist and civic training cannot be isolated from respect for and development of those spiritual and religious values, which form part of her mission on earth. As experience shows, such values are often stifled or ignored by migrants, who, while offering "their contribution to the economic growth of a nation or region other than their own" (9), do not appear to receive sufficient help in the practice of their faith.

11. One often sees, in fact, how the migrant, feeling deprived of the necessary spiritual fraternity - unlike that of his home surroundings, where social behaviour, traditions, and customs encouraged him to practice his faith - is inclined to abandon his religion as something outworn or at least demoded.

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12. The reason for this lies not only in insufficiently deep-founded religious convictions, but also perhaps in the absence of religion within the receiving community. Moreover, deafness to the spiritual demands of the migrant can only lead to an impoverishment and disintegration of his personality : negative factors which could easily influence his work.

13. Since religion is one of the basic aspects of the personality and fulfils the most fundamental needs, a communion of the faithful can offer unique help, for it provides a kind of meeting place, for dialogue, exchange of views, instilling a sense of "belonging", religious testimony and spiritual support.

14. It is to be hoped, therefore, that the measures taken by the relevant religious authorities with the aim of furthering the religious instruction and upbringing of migrants will be given every assistance.

15. It is, finally, of considerable importance - not least from the religious point of view - to allow and indeed encourage the family to be reunited (a matter already discussed above), and thus to ensure normal family life, by means of appropriate action to confirm and protect the dignity and legitimate autonomy of the family, while allowing the parents to educate their children according to their faith (10).

16. The Church, for its part, does all in its power to ensure the spiritual welfare of the migrant before his departure, and to welcome and help him on his arrival. Vatican Council II drew the attention of the Bishops to this subject, while the Holy See has published detailed instructions designed to ensure a pastoral response to the requirements in question.

17. The Holy See appeals also to national governments to realise the importance of religious instruction for migrants, and to collaborate fully so as to ensure that each migrant, whatever religion he may profess, shall be enabled to find at his place of work not only the means for his physical development, but also the requirements of his spiritual life.

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NOTES

(1) Vatican Council II, In the pastoral Constitution "Gaudium et Spes" No. 1.

(2) Vatican Council II, in the dogmatic Constitution "Lumen Gentium", Bo. 8.

(3) Cf. Gaudium et Spes, No.s 3 and 63; cf. John XXIII, Encyclical "Pacem in terris", A.A.S. LV, 1963, p. 301.

(4) Cf. "Gaudium et Spes", No. 66

(5) Cf. "Gaudium et Spes", No. 29

(6) Cf. Paul VI, Encyclical "Populorum progressio", A.A.S. LIX, 1967, p. 249, No. 76; cf. Apostolic Letter "Octogesima Adveniens", of 15 May 1971, No. 17

(7) Matt. 4,4

(8) Cf. Paul VI, Motu Proprio "Pastoralis migratorum cura", 15 August 1969; cf. Vatican Council II, Decree "Apostolicam actuositatem", No. 2

(9) "Gaudium et Spes", No. 66

(10) Cf. "Apostolicam actuositatem", No. 11.

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I R E L A N D

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1. The number of immigrant workers in this country is relatively small. As they enjoy similar educational facilities as those available to Irish nationals, it is not considered necessary to provide special measures for them.

2. Most Irish workers who emigrate go to the United Kingdom. The majority tend to be adults and, in many cases, they leave their families at home. Those who bring their families with them usually take up permanent residence in the United Kingdom. Generally speaking also, families intending to emigrate to the United Kingdom are familiar, from previous contacts, with the educational facilities available and it has not been found necessary to provide them with specific information.

3. The parents of children attending primary schools in Ireland receive from the school authorities, at the end of each school year, reports on their children indicating the standard reached in the various aspects of the curriculum.

4. The question of training teachers to help with the education of children of emigrants does not arise. There are many similarities between the Irish and United Kingdom systems of education and there is a substantial number of teachers of Irish extraction employed there.

5. With regard to the educational and/or occupational re-integration of migrant workers and their children on their return suitable facilities exist within the educational system generally to assist their re-integration. It may also be of interest to know that the Department of Education operates a scheme whereby persons who have satisfactorily completed a course of training at a recognised training college in the United Kingdom may be granted recognition as a teacher in primary schools in Ireland. The scheme also provides for the award of full incremental credit for all previous recognised trained teaching service in schools in the United Kingdom. And in addition, incentives are offered to encourage those teachers to acquire a competent knowledge of the Irish language. A further point in relation to the occupational reintegration of migrant workers is that emigrants who return to Ireland to take up jobs through the National Manpower Service qualify for assistance under the Resettlement Scheme operated by the Department of Labour. The benefits payable under the Scheme are described in Appendix A.

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6. On the general question of services for emigrants, it may be of interest to know that, in 1969, the Minister for Labour appointed an Advisory Committee on Emigrants' Services to advise on the facilities which should be provided for emigrants wishing to return to Ireland to work and for Irish workers proposing to emigrate. The Committee's terms of reference are to advise on the employment problems of Irish persons who are working abroad or who may be contemplating leaving the country to work by :

1. assisting the National Manpower Service in bringing to the attention of emigrants and intending emigrants, the job opportunities available in Ireland ;

2. studying ways in which voluntary and official agencies could help Irish people abroad who wish to return home for work ;

3. making recommendations on the allocation of grants to voluntary organisations within the State providing information and advice to persons contemplating employment abroad ;

4. developing liaison between emigrant organisations in Ireland and appropriate bodies abroad ;

5. advising generally on facilities.

Among the main activities of the Committee have been the development of information and advisory services for persons going abroad, endeavours directed towards the removal of impediments to the return of Irish workers, the development of services for persons wishing to return to Ireland for work and means of counteracting the causes of emigration. The Committee has also studied possible future changes in the role and structure of emigrant services in Ireland arising mainly but not exclusively from membership of the EEC. The Committee maintains contact with such voluntary organisations as the Catholic Social Welfare Bureau which, while located in Dublin, offers a nationwide service and is also affiliated to many international emigrant bodies through which it operates services in the international field, the Emigrant Chaplains' Association, which comprises Irish priests who have worked in Britain and are now back in Ireland, the Episcopal Commission on Emigration and some thirty smaller local bureaux throughout the country. It has also been instrumental in having a handbook for the benefit of returning emigrants produced by the Department of Labour. The booklet is entitled 'Working in Ireland' and is available from the National Manpower Service, Department of Labour, Dublin 4.

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APPENDIX A

NATIONAL MANPOWER SERVICE, DEPARTMENT OF LABOUR

RESETTLEMENT ASSISTANCE SCHEME

This scheme helps persons who have to move from their homes to new areas to take up employment arranged through the National Manpower Service.

WHO MAY BENEFIT FROM THE RESETTLEMENT ASSISTANCE SCHEME ?

Any worker who has to change his residence within the country to take a new job offered to him through the National Manpower Service. Emigrants returning to work in Ireland may also be assisted under the scheme. The benefits are payable on the conditions that

a. the job was notified to and filled through the National Manpower Service or approved by the Service ;

b. there is a reasonable prospect that the job is permanent ;

c. there are no suitable unemployed workers available locally to fill the job.

BENEFITS

1. Interview grant :

A worker living in Ireland (and his wife) who visits the new area for interview with the employer(s) to whom he is referred by the National Manpower Service is entitled to receive a grant to cover the reasonable out-of-pocket expenses of the visit.

In the case of emigrants a grant is payable to the worker only and may not normally exceed £20.

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2. Fares :

A free travel warrant may be issued to a worker living in Ireland for the journey to take up employment in the new area. Free travel warrants may also be issued to enable the dependants to join the worker in the new area.

A limit of 50% of the cost of fares of £20 per person, whichever is the lesser, will normally apply in the case of returning emigrants.

3. Household removal expenses :

A grant may be paid towards the cost of removal to the new area of the ordinary household furniture of the resettled worker. The grant payable is 80% of the cost of removal (subject to a maximum of £80). The removal must be completed within one year of taking up the new employment.

4. Settling-in grant :

A grant of up to £35 may be paid to a resettled worker with a dependant(s) on completion of the removal of the household to unfurnished accommodation.

5. Lodging Allowance :

On moving to the new employment a worker may have to leave his wife and/or other dependants in the old home for a time. To meet the additional cost of living away from home an allowance towards the cost of lodgings may be paid. The amount and duration of the allowance depend on the circumstances in each case (number of dependants and the availability of suitable accommodation in the resettlement area) but is subject to a maximum of £4 a week for a period not exceeding 6 months from the date of taking up the employment. The lodging allowance may be reduced to take account of any special away-from-home allowances paid by the new employer.

6. Assisted fares home :

A resettled worker who is in receipt of a lodging allowance may, during the first six months following the taking up of the new employment, receive a grant once a month towards the cost of travel to visit his home provided he pays the first 50p of the fare on each occasion. The maximum grant for any one return visit is £5.

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7. Sale or purchase of house :

A resettled worker who has to sell and/or buy a house on moving to the new employment may receive a grant, towards legal expenses, of £100 or 75% of the fees, whichever is the lesser. To qualify for the grant the sale/purchase must be completed within two years of taking up the new employment.

8. Expenses in connection with training :

A person who travels to attend a training course or a test or interview in connection with a training course arranged or approved by the National Manpower Service may be recouped the cost of such travel and other expenses.

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PART I

POLICY, LEGISLATION, EXPERIMENT

A. POLICY

1. Background

1.1 The problem of the education and training of migrant workers and their spouses is no new one for Italy where there has been large-scale emigration since the final quarter of the last century. In the past, measures taken by the Italian Government - which obviously could not entirely take the place of those of the host country - have consisted largely in the creation of Italian schools, both state and private. The first organic law relating to Italian schools abroad was passed in 1889 but, as well as actual schools, a number of Italian language courses were also arranged with the purpose of completing the instruction received by Italian children in the host country's schools.

The situation was left substantially unaltered by the 1910 Act and the Consolidated Act on Italian Schools abroad (Testo Unico delle norme legislative sulle scuole italiane all' estero) approved by Royal Decree 740 of 12.2.1940, parts of which are still operative. Section I of that act empowers the government "to set up, maintain and subsidise schools and other Italian educational establishments abroad".

1.2 With the end of the second world war, the flow of Italian emigration resumed on a large scale but now mainly directed not, as in the past, to the transatlantic countries, but to other parts of Europe. Ever since 1946, this increase in emigration has been paralleled by a slow but steady increase in educational activity. Some of the schools in existence before the war have been reopened, Italian language courses have been expanded, and other para-educational establishments have been set up specifically for the children of migrant workers. The latter owe their existence to the efforts made not only by the Italian Consular Service but also by private bodies or associations, in response to the growing interest shown by migrant workers in their children's education which, in its turn, was the result of the extension of compulsory education which had meanwhile been taking place in Italy itself. Not only was existing legislation on primary education now being fully implemented, but an additional period of free, compulsory education had also been introduced throughout the country for children between the ages of 11 and 14 (scuola media).

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At the same time, the education authorities in the host countries were making special arrangements, often at Italy's own request, for the education of Italian migrant workers' children.

1.3 The new wave of emigration produced fresh problems in the educational field, largely caused by the workers' high mobility rate. The result was the adoption on 3 March 1971 of Law No. 153 providing, in addition to the creation of schools of the traditional Italian type (1), for "special educational and para-educational arrangements" to be made for migrant workers and their spouses. Such legislation is in line with the general principles that now govern Italian action in the matter of the education and training of Italian workers.

2. General principles

2.1 The measures adopted by the Italian Government are based on the following general principles.

a. The need for children of Italian parents to be integrated into the host country's school system, so as to prevent any loss or prejudice to their school career, which would be contrary to the migrants' own interests;

b. The further need to complement their ordinary schooling by additional courses in their native language and culture, not only in view of their possible return to Italy, but in order to preserve family unity and their links with their country of origin;

c. The legal recognition in Italy of any diplomas acquired by migrant workers or their spouses in the host country so as to facilitate the reintegration of such workers on their return home. Equally, the recognition of Italian academic and professional qualifications by the host country would facilitate the integration of migrants into that country's educational and employment structures;

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(1) Nowadays, the pupils attending these schools are drawn, to a large extent, from non-Italian families (30,000 out of a total of 37,000).

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d. The need for action by the Italian Government in the matter of education and vocational training for adult migrant workers, as well as the provision of nursery schools in cases where the arrangements provided by the authorities in the host country are either inadequate or unsuited to the particular needs of the Italian community.

2.2 At much the same time as the debate in the Italian Parliament on Law No. 153 setting out these principles, 2 detailed investigations were proceeding into Italian emigration: that carried out between 1969 and 1971 by Standing Commission III of the Chamber of Deputies, and that completed on 16 June 1970 by the National Council for Labour and the Economy (Consiglio Nazionale dell'Economia e del Lavoro - CNEL).

2.3 The following is an extract from the Standing Commission's report which anticipates the main provisions of that law: "Requirements in respect of schools vary according to whether the migrants intend their stay in the host country to be temporary or either permanent or, at least, semi-permanent. One requirement remains constant in every case, however, and that is that Italians living abroad and their children should receive instruction in the Italian language and culture so as to keep alive their links with their own country. ... Since it is not feasible to set up a network of Italian schools abroad similar to that in Italy itself, this involves the complex problem of how best to encourage young Italians abroad to continue to study their native language, how to reintegrate them into the Italian school system should they return home or else how to assist their integration into the host country's school system and the life of the local community should they intend to stay there permanently".

2.4 It may also be worthwhile to quote various passages from the CNEL report reflecting the same principles as those underlying Law 153: "Everyone concerned with emigration is deeply concerned with the problem of education. Certainly, so far as the education of their children is concerned, migrant workers have the right to expect adequate arrangments to be made for their schooling. On the other hand, today's conditions - the mobility of Italian migrant workers, the way they are scattered between the different countries, the variations in their numbers and the length of their stay abroad - all these complicate the question still further, requiring the abandonment of earlier schemes in favour of others which are more realistic and which correspond better to the situation, needs and special conditions of the children concerned. On the one hand, such children

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need to receive the kind of education that will facilitate their integration into the society in which they find themselves and prevent any feelings of estrangement, or isolation from the local community; on the other, care must be taken to keep their cultural and linguistic links with Italy alive so that, should they return there, their reintegration into its educational system will present no difficulties.

From the objective standpoint, however, it would be difficult or even impossible to establish Italian schools of the traditional type for all grades in every host country. Besides the fact that, in many of them, it would be contrary to national legislation, the project would present a number of administrative and financial difficulties: it is only necessary to consider the vast implications of extending Italy's present compulsory school system to every area in which Italian emigrant workers are at present concentrated. The question also arises of the desirability of such a move. Among other points to be considered are: the need to avoid creating educational and cultural "ghettos"; the fact that, by attending the local schools, children of migrant workers acquire various cultural and other advantages (eg knowledge of another language) which will be of use to them if they return to Italy; and the even more important fact that the direct contact between themselves and the local children that occurs in school makes it easier for families as a whole to adapt to the local community. Moreover, the direct and active part taken by the children in the life of the school is also a means of bringing the parents themselves into contact with the environment and helping them to participate in it to a greater extent."

3. Methods

3.1 To implement the policy described above, in terms of Law No. 153, the Ministry of Foreign Affairs, with the co-operation of a number of other bodies, associations and committees and, in some cases, that of the authorities of the host government, has made arrangements for the following:

1. "Integration" classes (classi di 'inserimento') in the host country's primary schools;

2. Complementary Italian language and general culture courses for children of Italian workers attending the local schools in the host country that correspond to Italian elementary and lower secondary schools (scuole elementari e media);

3. Special courses to enable Italian workers and their spouses who have passed the age for compulsory schooling to sit the examinations for the Italian primary and lower secondary school leaving certificates;

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4. Adult education courses for workers;

5. Nursery schools and crèches;

6. Para-school activities and guided studies.

3.2 The Ministry of Foreign Affairs also finances the following vocational and refresher courses for migrant workers:

1. Basic vocational and refresher courses;

2. Elementary technical training courses;

3. Conversation classes in the local language to facilitate access to employment for Italian migrant workers and their spouses, and enable them to attend host country advanced vocational training courses.

3.3 Provision has been, or is being made, for the recognition by the Italian authorities of academic or professional qualification diplomas acquired by Italian migrant workers abroad (see under 'Legislation' below). Bilateral or multilateral negotiations are also in progress or contemplation for the recognition of similar Italian diplomas by foreign countries.

4. Difficulties and their solutions

4.1 Any discussion of the problems involved in implementing the plans outlined above must start from one basic premise. For the children of Italian migrant workers, integration into the school system of the host country is bound to be a lengthy and painful process, and one that may very well result in their education coming to a premature stop. Investigations carried out by the Free University of Brussels, the Contact Centre of Lausanne, and the Italian authorities in Luxembourg have in fact shown such children's progress in school to be generally inferior to that of the local children. With a few rare exceptions, indeed, they are to all intents excluded from the state schools from which they could pass on to upper secondary school and university. For example, in the Canton of Zurich, the percentage of Italian students attending the Gymnasium, which gives access to all the university faculties, is less than one per cent of the total school population (cf. enquiry sponsored by the Free Colonies

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of Zurich in conjunction with the Società Umanitaria of Milan). In Germany, the figures for 1970-71 (the latest available) show only 358 Italian students to have been attending university or institutes of higher education while, for the same academic year in France, the number of Italian university students was 428, out of a total Italian population in those countries of 607,000 and 632,000 respectively.

4.2 An analysis of the conditions affecting the schooling of children of Italian migrant workers reveals the following as the major obstacles preventing them from acquiring the education and culture to which they are entitled:

a. Lack of economic stability in the home with its resultant effects on the children's physiological, psychological and mental development during adolescence;

b. The poor or inadequate education received by them and their parents in their country of origin, attributable in the main to the backward character of their home region including a general poverty of means of expression due to the fact of dialect having been, and, in many cases, still remaining the only means of communication;

c. The change from a rural environment to the confined atmosphere of industrialised urban surroundings;

d. The loosening of family ties if both parents are at work;

e. The change of climate and eating habits;

f. Uncertainty on the part of the parents as to the length of their stay abroad, and consequent reluctance to accept the basic culture patterns of the host country.

The product of all this is: poor verbal communication, failure to retain any new knowledge acquired, incapacity of parents to oversee or correct work done at school, with a resultant falling behind in studies and general sense of frustration.

4.3 For pupils handicapped socially and culturally as a consequence of such conditions, special educational arrangements must be made involving the adjustment of programmes and teaching methods, a highly flexible school

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structure corresponding to the children's specific needs, and the employment of specially trained staff. In a number of European countries, however, the school system is on the contrary extremely rigid, with a high degree of selectivity based on examination results, so that it is often impossible for children of migrant workers to follow the ordinary local school course, even with the help of special 'reception' or 'integration' classes.

4.4 For all these reasons, the only means of solving this particular problem would seem the introduction of suitable 'compensatory arrangements' for the children of migrant workers. In this connection, account must also be taken of the increasing mobility of Italian migrants in European countries which seems to call for a new 'more open-ended' type of basic course, at once pluri-lingual (mother tongue plus one or more foreign languages) and pluri-cultural. In this connection, action at Community level is more than a mere desideratum; it becomes a definite obligation, in line with the Community's general terms of reference and deriving directly from the principle that the children of migrant workers from other Community countries have the same rights in matters of education as the children of the nationals of those countries themselves (cf. Rule 12 of EEC Regulation 1612/68).

4.5 The Italian Government itself, as well as the various bodies and associations concerned to achieve the objects laid down in Law 153, intend to continue their pre-school and complementary arrangements, although the extent to which they can expand them will depend upon the additional resources made available. They will endeavour to deal with current difficulties which are chiefly connected with the following:

i. Teacher training. The teaching of both adult migrant workers and their children raises a number of problems regarding both the method and the content of such teaching with which most teachers are not prepared to grapple without special training, which few of them possess. Such teachers, in addition to Italian, must have a really good knowledge of the local language and this also hinders recruitment, especially for the German-speaking countries.

ii. Educational material. The material at present available in Italy requires adaptation if it is to be used for teaching children in direct contact with a 'different' society and culture who require additional stimulus to encourage them to learn.

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iii. Courses in Italian language and culture. In most cases, these are outside the school curriculum and occupy only a few hours each week, often crammed into a single day. By making them part of the ordinary curriculum they could be rendered more efficacious.

4.6 Various measures for overcoming these problems are in force or in contemplation. Arrangements have been made with some local authorities in the host countries for these courses to be included in the school curriculum. Preparatory and guidance courses have been arranged for teachers wishing to work in the schools in question, preparatory to the establishment of a more far-reaching programme of training courses, to be drawn up in conjunction with the Ministry of Education and possibly also the local authorities. Other courses and seminars have been arranged for teachers already serving abroad.

A number of school inspectors have been considering how textbooks could be adapted and have suggested various alterations to the Italian publishers. So far as the preparation of special material, and the working out of new methods based on the use of modern information media, are concerned, the Italian authorities hope they may be able to make use of the results of the investigations and research planned by UNESCO and the Council of Europe.

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B. LEGISLATION

1. The basic law on the provision of education and vocational training for migrant workers and their spouses is that already referred to (No. 153 of 3 March 1971). It complements the provisions of Royal Decree No. 740 of 12 February 1940 on Italian schools abroad.

2. The provisions relating more particularly to the educational and vocational reintegration of such persons on their return to Italy are:

SECTION V OF LAW NO. 153 OF 3 MARCH 1971

This provides that Italian migrant workers and their spouses who have acquired a diploma from a foreign school of a type corresponding to either an Italian elementary or lower secondary school can have it recognised as the equivalent, for all legal purposes, of an Italian diploma, provided they succeed in passing an additional examination in Italian language and general culture.

Exemption from the additional examination may be obtained on production of a certificate stating that they have successfully completed the courses provided for in the same law and designed to facilitate access by spouses of migrant workers into host country schools, or to complete the curricula of the schools corresponding to Italian elementary and lower secondary schools by instruction in Italian language and general culture.

Section V further provides that:

1. Italian migrant workers and their spouses who have acquired a leaving certificate from a foreign school corresponding to an Italian establishment providing either lower secondary education or vocational training can have it recognised as the equivalent, for all legal purposes, of an Italian leaving certificate, provided they also succeed in passing such additional examinations as may, in the case of each type of foreign leaving certificate, be judged necessary by a special commission appointed by the Minister of Education.

   The recognition being effective for all legal purposes, such leaving certificates also give their holders access to Italian universities on the same terms as Italian residents.

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ii. Certificates attesting professional qualifications but which cannot be assimilated to the certificates awarded by vocational training establishments referred to under (i) above, may also be recognised.

REGULATION APPROVED BY ROYAL DECREE NO. 653 OF 4 MAY 1925

This contains a number of more general provisions, ie they relate to "young persons coming from abroad" and not only to children of migrant workers.

These provisions may be applied in the case of children of migrant workers to whom the special criteria laid down in Law 153 are not applicable, for the purpose of facilitating their entry to Italian secondary schools (eg in cases where they wish to enter for the last year of upper secondary school).

Under Article 14 of the same regulation, young persons coming from abroad may, subject to the prescribed age-limits, be entered at either lower or upper secondary schools provided they can show, by possession of a certificate obtained from a foreign school to which official recognition has been accorded, that they have received an adequate grounding in all the subjects required for admission to the class they wish to enter.

Article 49 provides for young persons who have studied abroad to sit for any examination at upper secondary school level without being required to produce a certificate showing them to have completed the lower course of study.

Reference should also be made to the Testo Unico approved by Royal Decree No. 1592 on 31 August 1933 which contains special provisions (Articles 147, 170 and 332) enabling Italian citizens resident abroad and Italians not ordinarily resident in Italy (italiani non regnicoli) to enter Italian universities, as well as to continue there with studies begun in foreign universities, without a necessary condition being the recognition of any academic qualifications they may have acquired abroad.

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C. RESEARCH AND EXPERIMENTATION

1. An investigation into the inability of children of Italian migrant workers in the German Federal Republic and Switzerland to profit by their schooling (Institute of Psychology, University of Bologna).

2. An investigation into the difficulties met with by children of Italian nationality resident in the Alto Adige, whose mother tongue is German, in learning Italian at lower secondary school level. The investigation is being conducted by 30 teachers, under the direction of Professor Renzo Titone of Rome University. It is hoped that this investigation, which is still in progress, may produce some suggestions regarding methods of teaching Italian to children of migrants attending state schools in German-speaking countries.

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PART II

STATISTICS

Italy has no significant number of immigrants.

The statistics relating to Italian communities abroad, classified according to sex, area of origin and age-group, will be found in the statistical appendix to the 1972 Report on Problems of Italian Workers Abroad, issued in 1973 by the Ministry for Foreign Affairs (Part II, pp. 49-97). The same appendix contains a certain amount of information on the mobility of Italian migrant workers (pp. 106-117).

Details of educational establishments, para-school arrangements and the provision of vocational training for migrants will be found on pp. 257-275 of the appendix.

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PART III

DOCUMENTATION

A number of articles on the education of migrants have appeared during the course of the last 3 years in the following specialised periodicals dealing with emigration:

"Affari Sociali Internazionali"	Published by Franco Angeli, Milan
"Selezione CSER"	Organ of the Centro Studio Emigrazione, Rome
"Notizie, fatti e problemi dell' emigrazione"	Organ of the Associazione Nazionale Figli Emigrati, ANFE, Rome
"Emigrazione"	Organ of the Federazione Italiana Lavoratori Italiani e Famiglie, FILEF, Rome
"Servizio Migranti"	Organ of the Ufficio Centrale per l'Emigrazione Italiana, UCEI, Rome
"Centro Orientamento Emigrati"	Milan
"Italiani nel Mondo"	Rome

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY

1. One policy on the provision of education and training for migrant workers and their children is to offer them the same opportunities for general education and vocational training, thereby meeting the major need of immigrants and their children.

2. The main difficulties so far encountered have related to:

   a. provision for children aged 9 and over;

   b. the learning of the languages used in our schools (French and German), especially German in the case of pupils with a Latin language as their mother tongue who wish to enter post-primary education.

3. The difficulties are largely due to the conflicting pressures on parents and children as a result of the difference between the mentality of their country of origin and that of the host country as well as divergences in the outlooks of different generations of migrants. Few families have any definite idea how long they will stay and whether they will return to their country of origin. Too often these decisions are left to chance. Accordingly, for want of any reliable information, schools have had to opt for the integration of migrant pupils in the ordinary educational system while offering them maximum opportunities within that system. Supplementary tuition in their mother tongue and culture is provided in order to facilitate their re-integration into the educational system of their countries of origin on their return home.

4. As already indicated, the practice is to provide special classes for foreign children in order to facilitate the assimilation of newly arrived migrant pupils in the ordinary educational system.

Special transitional classes have been introduced to prepare pupils for entry into post-primary education and give them a grounding in the second school language.

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B. LEGISLATION

1. a. Under a ministerial decree of 24 March 1966 concerning the provision of special classes for foreign children, an official of the Ministry of Education is responsible for getting in touch with municipal and school authorities in order to discuss both the need and the scope for instituting special classes at local or regional level for foreign children who have difficulty in adjusting to our ordinary education; the official then submits to the Minister of Education proposals on the setting up and running of reception classes, drawn up in conjunction with the appropriate authorities.

b. A ministerial circular of 29 May 1968 contains the following instructions on the provision and running of reception classes:

"Reception classes should be provided for pupils who have difficulty in following instruction in ordinary classes on account of their mother tongue, and for that reason only.

The introduction of reception classes for pupils of foreign nationality is essential in all the major localities in which foreign pupils are living. Two or more municipalities may arrange to operate a joint reception class. Reception classes should comply with a few, very simple principles:

a. They should be of limited size, exceeding 15 pupils only in exceptional circumstances;

b. Teaching should be individualised as far as possible and adapted to the intellectual level and powers of assimilation of each pupil;

c. As a general rule, no pupil should remain in a reception class for more than 1 year; at the end of this time pupils should be capable of following teaching in a normal class corresponding to their age or scholastic attainment;

d. Reception classes should be confined to enabling pupils to understand one of the languages used in our schools (French or German) and to express themselves intelligibly in that language. Audio-visual aids should be extensively used in reception classes in order to speed up progress."

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c. A circular of 18 May 1971 provides for the institution of special classes for foreign pupils wherever it has proved impossible to arrange a reception class:

"Measures to facilitate the integration of foreign pupils have yielded excellent results whenever it has proved possible to set up reception classes. Municipal authorities should carry on these endeavours, in which they may count on the support of the government as well as help by the state in meeting the expenditure entailed.

Primary school-teachers should show sympathy and understanding towards foreign youngsters coming into their classes and help them to overcome the inevitable difficulties arising out of our particular language situation.

Municipal authorities in whose areas there are too few foreign children speaking neither of our country's languages to justify setting up a reception class are requested to arrange special classes for such children outside school hours."

d. A circular of May 1973 provides for transitional classes between primary and post-primary education:

"In the context of reception classes, the authorities of large towns should look into the possibility of arranging transitional classes for foreign pupils with an adequate knowledge of one of our school languages who wish to prepare themselves for admission to a branch of post-primary education. Such transitional classes should be for pupils of a standard equivalent to the sixth school year and provide intensive instruction in the second school language in order to ensure a smooth transition to a post-primary establishment and success in subsequent studies."

2. Several countries have signed agreements with Luxembourg concerning the organisation of migration. These agreements lay down recruitment arrangements in the emigration country and reception arrangements in the immigration country. Thus, job offers by employers are transmitted by the National Employment Office, together with a brief description of the work, to the corresponding authority in the emigration country, which then advertises for applicants. Before their departure, migrant workers are given information concerning educational opportunities in the immigration country as well as working conditions, vocational training arrangements, medical records, etc.

C. RESEARCH AND EXPERIMENTATION

Nothing to report.

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PART II

STATISTICS

Figures for 1970

A. MIGRANT WORKER POPULATION

1. Total number of migrant workers: 40,500(**)

2. Breakdown by nationality.

Germany	: 5,400
Belgium	: 9,200
Netherlands	: 500
France	: 7,000
Italy	:11,300
United Kingdom	: 100
Spain	: 1,200
Portugal	: 3,700
Others	: 1,200
Non-European countries	: 300

3. Total active population: 143,900

(**) including 7,400 frontier workers

B. EDUCATIONAL SITUATION OF MIGRANT WORKERS' CHILDREN

1. Pre-school education

1.1 Number of migrant workers' children of pre-school age (4 and 5 years): 2,555

1.2 Total population of pre-school age (4 and 5 years): 10,252

1.3 Number of migrant workers' children attending pre-school institutions (4 and 5 years): 1,637.

2. Compulsory education

2.1 Number of migrant workers' children of full-time compulsory school age (6-15 years): 10,648

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2.2 Total population of full-time compulsory school age (6-15 years): 51,384

2.3 Number of migrant workers' children attending full-time compulsory schools (6-15 years): 10,293(*)

(*) The remaining pupils receive their compulsory schooling abroad.

3. Post-compulsory education

3.1 Number of migrant workers' children over compulsory school age and below the age of 21 (16-21 years): 6,801

3.2 Total population over compulsory school age and below the age of 21 (16-21 years): 28,603

3.3 Number of migrant workers' children in this age group attending institutions of upper-secondary education: no figures available.

C. EDUCATION AND TRAINING OF MIGRANT WORKERS

1. Number of migrant workers under the age of 21 attending courses of general education or of vocational training for adults: no figures available.

2. Number of migrant workers over the age of 21 attending courses of general education or of vocational training for adults: no figures available.

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M A L T A

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Emigration from Malta is almost wholly directed to Australia, the United Kingdom, Canada and the United States of America.

The information and the replies to questions concerning Malta have been prepared in relation to what is done in respect of emigrants directed to these four countries.

i. Article 3 of the Migration and Settlement Agreement between the Governments of Australia and Malta provides for the supply of information on Australia by the Australian Government to the Maltese Government and to Maltese citizens interested in Australia. This information includes education and facilities for learning the English language, and is normally supplied to prospective migrants through specially prepared leaflets.

   Prospective migrants to Canada are issued with leaflets concerning different aspects of life in Canada, including education. These leaflets are prepared by the Canadian Authorities and given to prospective migrants by the Malta Department of Labour and Emigration (Emigration Division).

ii. Before departure, migrants have to comply with the health requirements of the immigration country concerned. This applies also to children. Moreover, migrants hold a certificate of all vaccinations or innoculations they had to carry out.

   Furthermore, migrants are also advised, before departure, to take with them any certificates of vaccinations or innoculations which their children have carried out.

iii. No arrangements exist for the training of teachers in Malta to help with the education of the children of Maltese migrant workers. It is possible, however, that some Maltese emigrants including teachers may be engaged in the teaching of children including those of Maltese migrants.

iv. No arrangements exist for the educational and/or occupational re-integration of migrant workers and their children on their return to Malta.

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C O N T E N T S

PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY ASPECT

1. Policy with regard to education and training
   a. General
   b. Policy with regard to adult education
   c. Policy with regard to compulsory education of immigrant children
2. The main problems in the education of immigrant children
3. Length of stay of foreign workers
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B. LEGISLATION

1. Nursery schools
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6. Adult education

C. RESEARCH AND EXPERIMENTATION

1. "Now you" project
2. Reception classes project
3. Adult education experiment
4. TV Dutch courses for immigrant workers

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PART II

STATISTICS

A. TOTAL NUMBER OF IMMIGRANT WORKERS

B. EDUCATIONAL SITUATION WITH REGARD TO IMMIGRANT CHILDREN

C. ADULT EDUCATION AND TRAINING

PART III

DOCUMENTATION

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY ASPECTS

1. Policy with regard to education and training

a. General

The Government is responsible for the well-being not only of the Dutch population but also of foreign workers living in the Netherlands.

If the foreign worker is to become a full member of society it is essential that he be adequately instructed regarding his legal position and the possibilities open to him.

Policy with regard to foreign workers takes account of various factors. These are responsibility for providing employment, creating work for the unemployed, public order, public health, housing, education and social guidance and help - in short, the responsibility for the welfare of this section of the community.

On the assumption that a satisfactory policy is only possible with the participation of all involved, co-operation has taken place between the Ministries concerned (trade and industry and the other bodies concerned with this complicated question).

b. Policy with regard to adult education

Besides their concern to provide housing which is acceptable by Dutch standards, the Government, employers and non-governmental organisations are promoting measures designed to foster as well as possible the process of adjustment of foreign workers to Dutch society.

Steps are being taken to make the - mostly short - stay of foreign workers as purposeful as possible. These workers deserve to be given the opportunities of development which are their right, not merely as essential and valued manpower, but also as people.

Special assistance is offered to those who become more integrated in the Dutch community either through marriage to a Dutch woman or because they are joined by their wives and families.

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An important condition for integration of a foreign worker is a minimum knowledge of Dutch and some idea of the country's cultural background. Firms which employ foreign workers, and numerous non-governmental organisations engaged in welcoming and assisting such workers, attach great importance to teaching them the language.

This does not mean that they have lost sight of the fact that an employee who will be remaining in the Netherlands for only a short time probably stands in greater need of acquiring a proper knowledge of his own mother tongue and the ability to read and write it than he has of Dutch.

c. Policy with regard to compulsory education of immigrant children

Under the 1969 Compulsory Education Act (see 3 below) the immigrant parents (or guardians) of children of school age are obliged to have them enrolled in a primary school and must send them to school regularly.

The competent authority - the municipal council in the case of a public primary school and the school board in the case of a private primary school - enjoys full autonomy with regard to the way in which it organises the teaching of immigrant children.

There is a tendency to concentrate immigrant children as far as possible until they have acquired a command of Dutch sufficient to enable them to attend ordinary lessons. In this way it is usually possible, with the prior approval of the Ministry of Education and at Government expense, to attach to the school concerned one or more additional Dutch teachers or foreign auxiliary teachers to meet the needs of these children.

In view of the desirability of reaching the foreign child as quickly as possible, endeavours are generally made to ensure that integration into Dutch schools takes place as rapidly and as smoothly as possible.

Side by side with the idea of integration is the desire not to sever the immigrant child - particularly the child who will probably remain in the Netherlands only temporarily - from the language and culture of his homeland.

2. The main problems in the education of immigrant children

The chief problems in the education of immigrant children are, in the first place, the language; and secondly, the number of nationalities involved, which means a great diversity in the children's cultural backgrounds.

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As a rule, immigrant children are scattered throughout Dutch schools. This makes it difficult to develop special curricula in places where it is impossible to gather them together for any length of time or for some of the lessons. Still, since scattering promotes the integration of the children, it may, despite this drawback, be regarded as beneficial.

As far as possible, the authorities are helpful in allowing the children to be taught in the language and culture of their country of origin, in particular in the case of children who will be in the Netherlands only temporarily. In their case, the chief consideration is the parents' wishes.

3. Length of stay of foreign workers

Initially, it was thought that foreign workers would be likely to stay for only a short time. Consequently, the problems relating to their stay mainly concerned industry and the local authorities.

The demographic situation in the Netherlands does not justify our encouraging immigrant workers to settle permanently. It is an inescapable fact that the Netherlands needs manpower from other countries, and not new immigrant families who will settle permanently.

The results of a recent investigation into the length of stay of immigrant workers established that a major proportion of them - an estimated 25 % - settle in the Netherlands indefinitely, if not permanently. This new finding constitutes a factor which cannot be ignored in the framing of future policy.

The Central Statistical Office (CBS) has established that at the beginning of the sixties the rate of re-emigration after 2½ years was around 50 % of the rate of original immigration. After 1965 the percentage dropped to 30-40%. Whether such a drop will continue or not cannot be said with certainty, though the CBS anticipates that the percentage will be 35% during the first half of the seventies.

4. Policy implementation and private initiative

a. Adult training

There are a variety of educational and training opportunities open to immigrant workers.

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- Part-time elementary technical education (L.T.O.)

In view of the language barrier and the nature of this type of education, being part of the ordinary Dutch education system, it is quite exceptional for immigrant workers to be able to attend classes in the evenings or at weekends. Exceptions are formed by the courses in welding techniques offered at Oss (North Brabant) and at Schoonhoven.

Elementary technical education is covered by the existing grant arrangements made by the Ministry of Education and Science.

- Adult Professional Training Centres

If eligible, immigrant workers may be admitted to these centres. The centres are maintained by the Ministry of Social Affairs.

Since the Netherlands is not an immigration country, adult immigrant workers are not admitted to such centres within the framework of any immigration policy as such. The only foreign workers to be admitted are those who have an adequate command of Dutch. It is assumed that as a rule this is not acquired until after a stay of about a year in the Netherlands. Although immigrant workers are admitted to the centres on the assumption that the knowledge they acquire there will benefit the Netherlands economy for some time, no obstacles are put in the way of their leaving the Netherlands earlier, if they so desire.

- Industrial training

Such training relates to technical training for the job which the employee is doind in industry.

Grants toward the cost of industrial training are made by the Ministry of Social Affairs on the basis of the Industrial Training Regulation.

- Short courses

A variety of courses afford training of various kinds. In the majority of cases they are arranged by institutions concerned with organising courses in subjects for which no training is otherwise provided. There are also cases where immigrant workers have organised courses on their own initiative with the aid of interpreters.

- Adult education activities

Various initiatives are taken within the framework of adult education by private institutions, notably organisations concerned with the well-being of immigrant workers, in Folk High Schools and Adult Education Centres, and also by action groups which defend the interests of foreign workers. Examples are Dutch courses, professional training courses in leisure time and general education courses.

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b. Education for children of school age

- Primary education

The Ministry of Education has instructed the State Primary Schools Inspectorate to lend a helping hand to the boards of schools attended by immigrant children.

Such assistance includes giving schools permission to deviate from the timetable to enable them to give immigrant children extra lessons in Dutch and lessons in the language and culture of their homelands.

Since the situation varies from school to school, no definite standards have been laid down. The Inspectorate offers assistance wherever necessary and wherever feasible, but uses its discretion from case to case. In 1973 it became possible to make grants to the boards of schools wishing to put the teaching of the immigrant children in their care in the hands not of an additional Dutch teacher but of a foreign auxiliary teacher. The grants are intended to cover part of the salaries and other expences connected with the appointment of such auxiliaries.

In principle, then, immigrant children are given a Dutch education, while in addition and wherever possible the requisite assistance is given to enable them to be educated in the language and culture of their country of origin. It is estimated that 50 additional teachers will be required to teach the children of immigrant workers.

The Ministry of Education is considering appointing two inspectors (coordinators), if possible with experience in the education of foreign children, who would have special responsibility for ensuring the proper reception of immigrant children into the Dutch primary education system. It would be the job of these educationists to advise the members of the State Inspectorate in matters relating to the assistance which the latter grant to schools attended by immigrant children.

They might be concerned furthermore with the coaching of staff charged with teaching immigrant children (there is no specific training for this in the Netherlands), with the establishment of language laboratories, the organisation of documentation centres, and the establishment and maintenance of contacts with groups and organisations concerned with the welfare of immigrants and their children.

Moreover, the Ministry is working to produce two booklets on Dutch education, One of the booklets will be given to prospective immigrant workers in their native countries. It will then be possible for them, when considering whether or not to proceed to the Netherlands, to have some idea of the educational opportunities open to themselves and their children. The booklet is of a somewhat more general

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character than the second, which will be given to the workers on arrival in the Netherlands. The idea is to produce the two booklets in six or seven languages.

Since a knowledge of Dutch is essential for children attending Dutch primary schools, immigrant workers with children below school age are being strongly advised to send them to nursery school, to enable them to learn to understand Dutch as early as possible.

- Secondary education

In the Netherlands, children are liable for compulsory education until their 15th year. Since 1971, they may also be required to receive part-time education for one or two days a week until their 18th year (at present one day a week for 15 and 16 year olds.)

Immigrant children who are no longer of primary school age must spend the remaining part of their compulsory education period at secondary schools.

As with primary education, the language barrier proves in practice to be the chief obstacle to a normal secondary education. Special facilities in the form of reception classes have been provided in secondary schools of which, experience shows, three types are mainly used :

- elementary and intermediate general secondary schools
- elementary technical education (LTO)
- elementary domestic science, trade and technical education (LHNO).

In 1973, through the establishment of classes for non-Dutch speaking children, opportunities have been created in the general secondary education sector for the education of immigrant children.

5. Aspects of non-European immigration

As far as the problem at present under study is concerned, the situation in the Netherlands takes on an additional dimension as a result of the presence of considerable numbers of workers belonging to allochthonous groups - persons other than those involved in intra-European migration.

In January 1972 the total number of aliens in the Netherlands was approximately 300,000. The majority of these were foreign workers. Other numerically significant groups were formed by Amboynese, refugees, people from the overseas parts of the Kingdom, nationals of other EEC countries, and Chinese.

It would be true to say that the people of the Netherlands have a tradition of hospitality towards aliens. The Netherlands has received and absorbed large numbers of refugees in the course of its history.

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So far, no serious minority problems have arisen in the Netherlands from the presence of diverse allochthonous groups. This can be attributed to the regulating influence exercised by the Government and local authorities, during the absorption process. In principle, policy in this field varies in accordance with time, place and circumstances.

B. LEGISLATION

1. Nursery schools

These schools are governed by the 1955 Nursery Schools Act, and are for children below compulsory school age. By creating appropriate play situations the schools aim to provide physical and sensory training, to stimulate social and intellectual development, and to develop the use of language and other means of expression.

The work and play curricula are drawn up by the schools themselves.

Nursery schools with a certain number of immigrant children (generally 8-10) are, where necessary and feasible, permitted an additional nursery teacher at State expense. There is, however, no compulsion.

2. Primary schools

Primary schools are governed by the 1920 Primary Education Act. The Act specifies which subjects must be taught and which may be. At least 1,040 hours of instruction per school-year must be given, on the basis of a curriculum. Before the commencement of the school-year a timetable is drawn up per subject for the distribution of the subject matter over the various classes.

Departures from the timetable are possible, but only with prior permission from the State inspectorate of schools. It is these discretionary powers that enable inspectors to help schools attended by immigrant children to adapt their teaching to the children's needs.

The 1969 Compulsory Education Act requires parents (or guardians) of children of school age to enroll them at a primary school and to ensure that they attend the school regularly. The Act applies to the children of foreign workers just as much as to other children.

Education becomes compulsory on 1 August of the year in which a child attains the age of 6 years and 8 months. A child may, however, be admitted to a primary school if he has attained the age of 6 prior to 1 October of the year of admission.

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Although the 1920 Primary Education Act provides for 1,040 hours of Dutch education (given in Dutch and oriented towards Dutch culture) in each school-year, it is possible to depart to some extent from the curriculum within these 1,040 hours in order to make room for teaching in the language and cultures of other countries. This is purely a voluntary matter, however.

It is customary for a report for each subject to be drawn up periodically (3 or 4 times a year). Such reports must be seen and signed by the parents (or guardians) concerned and returned to the school. The headmasters of primary schools are required by law to draw up reports (in a prescribed form) for each child in the 6th class (the top class) for whom admission to a secondary school is being sought. Such reports contain the pupil's marks in each subject and recommendations regarding the type of secondary school for which the headmaster considers him to be most suited.

3. Secondary education

Secondary education is governed mainly by the 1968 Secondary Education Act. The Act covers pre-university education, general secondary education, vocational education and a few other specific types of secondary education.

Where the numbers of immigrant children justify it, there are special (elementary) vocational education provisions in certain regions in the form of special reception classes, the purpose of which is to bring the pupils as rapidly as possible up to a level where they can follow the regular lessons.

One of the avenues opened up by the possibility of departing from the normal curriculum is the giving of lessons in the mother tongue of the immigrant child and in his own culture. To this end, endeavours are made to recruit teachers from the pupil's country of origin.

During the school-year 1972-1973 arrangements were made for the first time for special reception classes in elementary vocational schools in the Rijnmond area. Such arrangements (extra hours for assignments, smaller classes) are to be extended in the school-year 1973-1974 to 6 elementary technical school classes and 5 elementary domestic science, trade and industrial school classes in a total of 9 schools.

In the general secondary education sector arrangements have been made for the formation of classes for foreign speaking pupils, for the benefit of children in pre-university schools (VWO), and higher and intermediate general secondary schools (HAVO and MAVO) who cannot yet express themselves adequately in Dutch. Amsterdam and Rotterdam were found to have sufficient numbers of such pupils to warrant this.

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Some pupils whose command of Dutch is sufficient for them to benefit from a general secondary or pre-university school education may nevertheless have difficulty with one or more subjects if they have only attended primary school in the Netherlands for a short time or not at all.

To deal with such problems, permission is granted, subject to certain conditions, for the pupils in question to be given additional coaching. This is of an ad hoc nature and is given by teachers of the schools concerned.

4. Post-secondary education

A command of Dutch is essential for any form of higher education. Provided they have this, there is nothing to prevent foreigners from registering as students, except in the subjects of medicine, dentistry and veterinary science in the universities.

5. Adult training

The Directorate-General for Employment in the Ministry of Social Affairs is responsible for policy relating to adult training. This is one means of reconciling supply and demand on the labour market. Various adult training regulations have been drafted of which those dealing with adult professional training centres, industrial training schemes and grant regulations are relevant to immigrant workers.

The Netherlands Government takes the view that professional training in later life is primarily a matter for employer and employee. However, if it appears that the employer or employee cannot reasonably be expected to provide such training, the necessary facilities are provided by the Government.

Under the EEC Treaties, all inhabitants of EEC territory may make use of such facilities. The only obstacles are those formed by the language barrier.

This arrangement also applies to immigrant workers from countries outside the EEC, provided that, as a result of work lawfully performed in the Netherlands, they have acquired certain labour rights, and provided they have an adequate command of Dutch. The time required for acquiring such a command is generally reckoned to be 1-1½ years of residence in the Netherlands.

6. Adult education

In 1971 regulations came into force governing grants for community development work and facilities for the benefit of groups whose social and cultural position in Dutch society is such that special measures are required to get them accepted and absorbed into the community. These regulations have enabled voluntary organisations concerned with the problems of immigrant workers to benefit from Government financial support.

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C. RESEARCH AND EXPERIMENTATION

Hitherto no research proper has been carried out into the education of children of immigrant workers nor into that of the education and training of adult immigrant workers. The following educational experiments, however, have been carried out :

1. "How you" project

A few years ago Rotterdam Municipal Council began developing a method of teaching designed to get immigrant children to understand Dutch as quickly as possible.

A group of teachers visits the schools attended by immigrant children. The children are then brought together to be taught Dutch in mixed groups of 5-10 pupils (10 is the upper limit) for half an hour 4 days a week.

Each lesson comprises the systematic presentation, with the help of modern audiovisual aids, of 6 sentences employing a limited vocabulary.

The original system has now been extended; a second part has been added comprising 48 lessons during which the vocabulary is systematically built up to some 500 words, with room for extension to 1000 words.

2. Reception classes project

In a few of the larger population centres special reception classes have been formed in elementary vocational schools for immigrant children of various nationalities, as have also "bridge" classes in combined general secondary schools (V.J.O, HAVO and M.AVO). The curriculum of the classes departs somewhat from the normal transition class curriculum in the schools concerned, in that teaching in one of the modern languages normally taught (French, German or English) is replaced by lessons in the pupils' mother tongues and cultures. At present there is a one-year limit on the duration of the experiment. The authority for these arrangements relating to reception classes derives from the 1968 Secondary Education Act.

3. Adult education experiment

During 1970-1973 an experiment was carried out at the Folk High School, Bergen (North Holland) with adult education for Turkish workers. The group involved consisted of 40 to 50 participants. The activities fell into two parts. There were Dutch lessons aimed at creating a basis for discussion, and there were conversations between Dutch and Turkish participants (most of the former with a background of social science

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teaching) to encourage the participants to take the initiative in attending courses, making good use of leisure time, acquiring an understanding of their social situation and organising religious festivals.

4. TV Dutch courses for immigrant workers

The major role played by a command of Dutch in the process of social integration has led Teleac in Utrecht to draw up a special Dutch language course for immigrant workers. The course will begin in the 1974-1975 season.

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PART II

STATISTICS

The following statistics have been provided by the Centrel Bureau of Statistics, The Hague.

A. TOTAL NUMBER OF IMMIGRANT WORKERS

1. Total number of immigrant workers	- 154,746 including 92,767 from recruitment countries (as at 1.1.1972)
2. Breakdown by recruitment country	- see Appendix I
3. Total working population	- see Appendix II

B. EDUCATIONAL SITUATION WITH REGARD TO IMMIGRANT CHILDREN

1. Nursery school age

a. Number of immigrant children of nursery age	- unknown
b. Total number of pupils of nursery school age	- 495,061 (as at 1.1.1973)
c. Number of immigrant children in nursery schools	- unknown

2. Compulsory school age

a. Number of immigrant children of compulsory school age	- the total number of children below 15 years is 67,327 (as at 1.1.1973)
b. Total number of children receiving full-time education	- 2,275.219
c. Number of immigrant children receiving full-time education	- figures only available for primary education (GLO)

3. Over school-leaving age

a. Number of immigrant children over school-leaving age, but below 21 years	- unknown

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b. Total number of pupils over school-leaving age, but below 21 years - 1,116.148

c. Number of immigrant children over school-leaving age receiving secondary and post-secondary education - figures available only for the universities ; see university statistics 1971/1972, Table 9

C. ADULT EDUCATION AND TRAINING

No figures available.

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PART III

DOCUMENTATION

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A P P E N D I X I

Breakdown by recruitment country, as at 1.1.1973

Country of nationality	Number
Greece	2,284
Morocco	24,120
Portugal	4,114
Spain	21,071
Tunisia	532
Turkey	31,013
Yugoslavia	9,633
	92,767

A P P E N D I X II

Volume of labour - 1972 average (provisional figures)

Total for industry and Government 4,694.000 man-years

excluding :

Registered labour reserve 115.000 man-years

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NORWAY

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PART I

POLICY, RESEARCH AND EXPERIMENT

A. Policy

1. All children regardless of nationality, who are of compulsory school age (age groups 7 - 16) have a right and obligation to attend compulsory school.

   The (local) school board is responsible for arranging auxiliary teaching for pupils in compulsory school who require extra help, in accordance with the instructions issued by the Ministry of Church and Education.

2. The lack of teachers who speak the children's native language.

3. With regard to the children's schooling the approach has been the same whether the family expects to be here permanently or temporarily, so the difficulties are not to a great extent connected with this distinction.

4. What most municipalities do, of necessity, is try to teach the pupils Norwegian as quickly as possible, so as to enable them to follow the regular instruction.

   The municipality of Oslo, which has the greatest number of foreign children (465 in Basic School) has established a part-time post for a consultant who has the teaching of foreign children as his special field.

   Teaching in the mother tongue has now started for Japanese pupils (Marienlyst, 5 lessons a week), and is planned for Yugoslav, Italian and Pakistani pupils in Oslo.

   The Basic School Council has started to work out a teaching programme for the teaching of Norwegian as a foreign language, intended for foreign children.

B. Legislation

No special legislation exists. As will appear from the answer to "Part I A. Policy", the right and obligation to attend a compulsory school is common to all children regardless of nationality. Concerning secondary education, higher education and adult education, foreigners' possibilities for attending courses are on a par with Norwegian nationals.

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PART II

STATISTICS

No exhaustive statistics are available on the migrant worker population. Accounts are only being kept of the number of non-Norwegian citizens actually working in the country, not of their families. The situation is, however, that a considerable number of the migrant workers have their families in their home countries. The figures quoted are from 31 August 1973.

A. Migrant worker population

1. 21,169 (active workers)

2.a. The Nordic countries

Denmark	4,722
Finland	1,121
Iceland	251
Sweden	2,012
Total:	8,106

b. Other European countries

Austria	162
Belgium	71
Bulgaria	7
Ireland	44
France	261
Germany (East and West)	1,201
Great Britain	2,290
Greece	90
Hungary	146
Italy	332
Netherlands	674
Poland	311
Portugal	128
Romania	10
Switzerland	240
Soviet Union	59
Spain	272
Czechoslovakia	200
Turkey	559
Yugoslavia	897
Others:	11

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c. American Continent

Canada	218
USA	1,653
North and Central America apart from Canada and USA	29
South America	161

d. Africa

Algeria	33
Morocco	505
Tunis	29
Others:	215

e. Asia

India	192
Pakistan	1,439
Others:	397

f. Oceania 150

g. Stateless and citizenship not stated 75

3. 3,948,235 (December 1972)

B. Educational situation of migrant workers' children

1. Pre-school education

1.1. Figures not available

1.2. 458,712

1.3. Figures not available

2. Compulsory education

2.1. Figures not available

2.2. 559,618

2.3. Figures not available

3. Post-compulsory education

3.1. Figures not available

3.2. 559,618

3.3. Figures not available

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C. Education and training of migrants

1. Figures not available

2. Figures not available

Courses for foreigners are run by educational organisations all over the country. These organisations receive substantial state grants.

As to the approximately 10,000 foreigners who serve in the Norwegian merchant marine, they may apply for admittance to the ordinary maritime schools on an equal footing with Norwegian sailors.

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY

With regard to Spain's policy on the education and training of migrant workers and their children and with particular reference to education of children while subject to compulsory schooling in the host country, this report summarises the statement made by the Technical Secretary of the School Council for the extension of education to Spanish emigrants at the UNESCO meeting on 22-26 October 1973 on the education of Spanish emigrant workers and their children.

1. Motives and antecedents

Access to culture is a right conferred on all Spaniards by the country's fundamental statutes.

Basic general education (educación general básica) and elementary occupational training are compulsory for children aged from 6 to 15 years.

Persons temporarily or permanently away from their home country for work or other reasons certainly cannot be deprived of this right or exempted from this obligation.

In fact their position merits urgent and special consideration.

The Spanish emigrant is exposed to the impact of 2 cultures with widely differing characteristics: on the one hand Spanish culture, a heritage to which he is attached for sentimental as well as practical and utilitarian reasons, and on the other the culture of the host country, which affords him the opportunity to enrich his cultural knowledge and in which he must participate if he is to become successfully integrated in his new environment.

These considerations have induced the authorities concerned with Spanish culture to give increasing aid towards the education of emigrants and particularly of their children of compulsory school age.

The Spanish Emigration Institute

Initially the Spanish Emigration Institute, an administrative body set up under the authority of the Ministry of Labour on 17 July 1956, endeavoured to meet the educational needs of Spanish emigrants within the limit of its budgetary possibilities.

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To this end it paid varying salaries, through the consulates, to teachers giving primary education to emigrants' children of school age. Where necessary, it also rented premises in which to set up schools and provided the requisite educational material.

Ever greater sums allocated by way of education grants have facilitated the education of emigrants in both the immigration countries and in Spain.

The Institute has also paid fees to tutors operating an extensive network of courses by radio in preparation for the advanced secondary education certificate. Thanks to the libraries, periodicals and other media for disseminating culture which they possess, the centres for Spanish emigrants have made an effective contribution to this work of education.

However, the initial action by the Institute with regard to the education of our emigrants became more and more inadequate as the number of emigrants rose.

Agreement between the Ministry of Labour and the Ministry of Education and Science

The agreement concluded between the Ministry of Labour and the Ministry of Education and Science on 28 July 1969 laid the basis for more effective action to educate emigrants, by dividing between the 2 ministries the responsibilities which this action entails.

Schools Council for the extension of education to Spanish emigrants

As a result of this agreement, a Schools Council for the extension of education to Spanish emigrants was set up, with specific responsibility for educating emigrants and ensuring that they have the same opportunities as Spaniards resident in Spain.

Assistant cultural attachés for emigration

The Spanish Ministry for Foreign Affairs has appointed 4 technical inspectors of education as assistant cultural attachés for emigration to implement the Schools Council's programme.

At present these attachés are appointed to Paris, Berne, Bonn and Brussels (the attaché in this last city deals with the education problems of Spanish emigrants in Luxembourg, the Netherlands and the United Kingdom as well as Belgium).

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Education centres

The Ministry of Education and Science has to date set up education centres in the following countries:

Federal Republic of Germany	161
Belgium	21
France	61
Netherlands	21
United Kingdom	13
Luxembourg	2
Sweden	2
Switzerland	46

There are also other centres run exclusively by the Spanish Emigration Institute and not yet subject to the Ministry of Education.

Spanish teachers teach in various schools in the host countries.

Over 1,000 schools have been set up for Spanish emigrants.

How the education is given

In organising this education it was borne in mind that, if it were left solely to the schools of the host country to educate our emigrants and more particularly their children, these would be deprived of the considerable advantage of knowing the Spanish language and culture and would also have serious difficulties in recovering their place in Spanish life when they returned to Spain, as most of them do.

On the other hand, to provide Spanish classes solely for emigrants' children, and possibly the parents too, would prevent them from becoming integrated, as is desirable, in the social and cultural life of the host country and would end by creating virtual ghettos.

Our centres therefore have the task of giving migrants who do not speak the language of the country in which they live preparatory and introductory instruction in it and a supplementary role among those who have already been incorporated in that country's schools.

In some cases, a teacher serves a number of different places and in others children who travel to a centre in school transport paid for by the Spanish Government.

Pupils attending these centres have the same school record as is used in basic general schools in Spain.

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This record shows not only the marks awarded to the pupils by the Spanish teacher but also those awarded by the teacher of the country of residence. This solves the problem of the integration of Spanish emigrants in the Spanish schools system.

The pupils are provided with textbooks and other school material free of charge.

Examinations for the primary education certificate and the "Graduado Escolar" (general certificate of education)

Up to now possession of the primary education certificate was a minimum requirement for any occupation. Today an alternative is the "Graduado Escolar" certificate.

The 2 certificates are awarded either at the end of the primary education or basic general education phase, without examination or, in the case of pupils who did not acquire the requisite knowledge in the required time, subject to the passing of a number of tests. These examinations are held abroad periodically for the benefit of emigrants.

Pupils who for intellectual or other reasons are unable to obtain this certificate although they have undergone the appropriate schooling receive a certificate of school attendance.

"Radio advanced secondary education certificate"

A "radio advanced secondary education certificate" has also been instituted. Lessons in preparation for this examination are given by 94 tutors in the Federal Republic of Germany, 9 in Belgium, 2 in Canada, 26 in France, 10 in the Netherlands, 2 in the United Kingdom, 3 in Italy and 54 in Switzerland.

The tutors direct the work of the pupils, who study by means of tape recorders, films and other audio-visual aids which come from Spain. At the end of the courses, examination boards from Spain travel to the various emigration countries.

University education at a distance

An agreement has recently been concluded by the Ministry of Education and Science and the Ministry of Labour with a view to facilitating to the utmost emigrants' access to Spanish university education.

Agencies have been set up in Paris, Bonn, Brussels and Berne and, in principle, a hundred grants have been awarded for the special university entrance courses for persons aged over 25 who do not hold the advanced secondary education certificate generally required of university entrants.

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Grants

Spanish emigrants and their children may qualify for the grants awarded in Spain and also for those intended specially for them.

The following grants have thus been awarded:

- for studies in Spain

12,165	grants totalling	123,980,000 pts.
30	"Prince of Spain" grants viz	2,620,000 pts.
12	"Francisco Franco" grants viz	2,304,000 pts.
155	grants for specialist university or technical studies totalling	13,950,000 pts.

- for studies abroad

6,273	grants totalling	40,496,000 pts.
	Total	183,350,000 pts.

Vocational training courses and social and environmental adaptation courses

Before going abroad, an emigrant is given the opportunity to attend vocational training courses and courses designed to prepare him for the new social life and environment in which he must find a place. Fourteen courses of the former kind, and 26 of the latter have been organised.

Permanent education

This kind of education is being progressively organised and is expected to spread as soon as the Ministry of Education and Science has issued regulations for it in accordance with the new education act.

Elementary vocational training

This kind of education is provided for under the present education act; it is compulsory and free for persons who have concluded their basic general education. Regulations governing it are also in process of being framed.

2. Most host countries do not understand - or at any rate they have not introduced appropriate legislation - that their educational responsibilities towards foreign workers must not be confined to securing places for them in their own schools. They should regard it as their duty, firstly, to make available the resources necessary to give effective assistance to those schools whose attendance is compulsory and, secondly, to enable immigrants to preserve and continue to study the language and culture of their home country so that on their return home they can be integrated into the Spanish education system or at least increase their cultural knowledge.

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Any country which does not meet these needs - this means most countries - should facilitate the task of the Spanish teachers, who are appointed by the council and wholly paid by Spain, by allowing them to give their lessons in its own schools, even during normal school hours.

The actual situation is very different, however.

When, after difficult negotiations, authorisation to use a country's official school premises is obtained, a mere change in the local authorities is enough to prevent our teachers from giving their lessons there. This and similar situations, which are fortunately rare, sometimes prevent Spain's efforts to take educational care of its emigrants from producing satisfactory results.

Apart from its questionable educational value, the homework which teachers give their pupils always causes a Spanish child anxiety: for a number of reasons, mainly because he does not know the language, he is unable to do work which his classmates can perform with ease.

Neither must it be forgotten that immigrant children come from the lowest social and cultural strata of society, so that their parents are unable to help or guide them in their homework.

In countries where the learning of one or more foreign languages is compulsory, it should be accepted that immigrant children should be taught the language of their countries of origin if their parents so wish. In some countries, the education material sent to the Spanish schools is subject to customs duty.

Similarly, such centres are not always provided with the facilities that are desirable for their establishment and operation. Yet they have the twofold advantage of solving serious social and family problems and of admitting children with psycho-physical or behavioural difficulties.

It will be noted that the schools established by Spain abroad always have teachers from the host country in addition to those sent from Spain.

In all countries there is a shortage of places in nursery schools, kindergartens and other pre-school establishments.

3. The difficulties which the children of our emigrants have in adjusting to the education systems of the host countries is even greater when their stay in the foreign country is temporary, particularly when their integration in the host country follows a period of schooling in Spain. Such

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children need special educational treatment, both to learn quickly the language of the country where they live and to preserve a sound and adequate knowledge of the Spanish language and culture.

4. The assistant cultural attachés for emigration (at present there is one in Bonn, one in Paris and one in Brussels, and there will shortly be one in London) maintain permanent contact with the education authorities of the countries where they live, with a view to solving the problems and difficulties referred to above.

Sometimes approaches are at a high level. In June 1973, for example, negotiations on the education of our emigrants were conducted in Berne between a Swiss committee of experts and experts from Spain.

Spanish teachers who teach in immigration countries in accordance with the legislation of those countries, with their work guided and co-ordinated through the offices of the assistant cultural attachés, do their utmost and use all their ingenuity to find the best possible solutions to the difficulties of each case.

B. LEGISLATION

2. The major legislation and agreements on the education of Spanish emigrants are the following:

General Education Act No. 14 of 4 August 1970

Section 47 stipulates that special attention shall be paid to the education of emigrants and their children, at all levels and stages and in all its forms.

Emigration Act No. 33 (1971)

"The state shall afford the emigrant and his family the best educational opportunities in accordance with the General Education Act.

As provided in that Act, the Ministry of Education and Science shall attach special importance to the education of emigrants and their children at all levels and stages and according to all methods. To this end the said Ministry shall, in agreement with the Ministry for Foreign Affairs and the Ministry of Labour, set up and endow such state education centres as are necessary and shall introduce such courses and education systems as the special circumstances created by emigration call for. It shall establish an adequate system

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of education grants to enable such education to be received in Spain or abroad. The Ministry of Education and Science shall also lay down the standards for the recognition or confirmation of studies carried out by emigrants at education centres abroad."

With a view to implementing the provisions of the Act, the Spanish Emigration Institute, in consultation with the Ministry for Foreign Affairs and the trade union organisation, submits to the Ministry of Education and Science each year, through the Ministry of Labour, a survey of educational requirements based on the distribution and circumstances of the emigrant population; it also takes a direct part in the co-ordination that is established.

By means of co-ordination between the directorate of the Spanish Emigration Institute and the directorate of Social Advancement, the state gives emigrants knowledge of their new environment and fits them for their occupations abroad.

With the same objective in view, the Spanish Emigration Institute may give support to appropriate special centres and secure and co-ordinate support from national, foreign or international firms and organisations, both public and private.

The Spanish Emigration Institute co-ordinates its action in this field with the trade union organisation and the secretariat of the National Movement.

Agreement of 28 July 1969

With a view to "ensuring the education of Spanish emigrants' children in the various foreign countries while affording them real equality of opportunity with residents in Spain" and to "raising the cultural level of adult emigrants", the agreement provides for the setting up of a schools council for the extension of education to Spanish emigrants and lays down the council's powers and the responsibilities of the 2 ministries involved.

Various other provisions regulate in detail the various aspects of emigration.

I. Before leaving Spain, emigrants are provided with full information on the customs, laws and other aspects of their future countries of residence. The information naturally covers educational opportunities in both the new country's own schools and in the education centres maintained by Spain.

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On 31 May 1973, a comprehensive dossier was submitted to the Secretariat comprising among other publications an "Emigration Guide". (Supplementary information on the subject is enclosed.)

II. Every pupil in Spanish education centres is issued with a school record in which are entered the schooling already received, the educational level attained and the marks received by him.

In addition, a personal progress file is established for each pupil in which are recorded not only the above-mentioned educational details but also particulars concerning his physical condition and state of health.

Each pupil receives an extract from this register (ERPA). (A specimen extract is enclosed.)

III. With regard to the training of teachers responsible for educating migrant workers' children abroad, please consult the report submitted to the Council of Europe on 14 November 1973, a copy of which is enclosed.

IV. In the school record referred to above, each teacher responsible for educating emigrants records all the marks obtained by their pupils in his own subjects and those obtained in the schools of the country of residence.

When a pupil returns to Spain, the school record enables him to be placed in the appropriate educational phase of Spanish schools.

Spanish pupils who attain the advanced secondary education level abroad and qualify for university education are admitted to higher education in Spain.

Professional certificates acquired by Spanish workers abroad are accepted if the holder applies for a post in a Spanish firm, even if not recognised officially.

C. RESEARCH AND EXPERIMENTATION

With a grant from the German Catholic Church, the Spanish Archbishopric Migrations Committee carried out a study in the Ruhr basin on the education problems of Spanish children in Germany. The findings are recorded in 3 volumes which are being translated into German with a view to publication.

The Spanish Emigration Institute is currently carrying out a study on the problems posed by the education of Spanish emigrants' children in Switzerland.

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A practical analysis was made of the problem of bilingual education and of pupils' scholastic backwardness and failure. To this end many children were subjected to a series of tests, mainly in Geneva, Lausanne, Neuchâtel, La Chaux-de-Fonds, Berne, Zurich, Winterthur and Schaffhausen and parents, teachers and persons dealing with education questions in any capacity were interviewed.

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PART II

STATISTICS

Although Spain is beginning to be an immigration country, it is difficult to give statistics on immigrants as most of them are ostensibly tourists or temporary visitors who work clandestinely.

Even those who make their work situation legal generally keep their families in their home countries.

The problem of the education of immigrants and their children has therefore not so far arisen.

Atlases of Spanish emigration, covering the years 1968, 1970 and 1971, were submitted on 31 May 1972. An atlas covering 1972 is also available now.

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PART III

DOCUMENTATION

In the above-mentioned report submitted to the Council of Europe on 31 May 1972, reference was made to 2 kinds of publications, one intended for emigrants and the other containing studies on emigration.

Copies of these publications are available at the technical secretariat of the Schools Council for the extension of education to Spanish emigrants. In addition, there are the 1972 edition of the emigration atlas, the 1973 emigration plan, a comprehensive emigration survey and the 1972 statistics of assisted Spanish emigration.

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SWEDEN

Sweden's report is also available separately with the ED number unknown at this time (RC number is 008035; please consult cross-reference list at back of Research in Education).

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EDUCATION OF MIGRANTS IN SWEDEN

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY

Like the majority of European countries, Sweden has never set out to be an immigration country. On the other hand the Government and Parliament of Sweden have both subscribed to the principle of maximum mobility across national frontiers. Thus more than 400,000 foreign citizens and more than 200,000 former aliens are resident in Sweden today.

This does not mean that immigration to Sweden is completely free. On the contrary Sweden has adopted a policy of controlled immigration, not for the sake of control, but as one means of realising an immigration policy implying equal treatment of native and foreign subjects. For this reason, access to employment and housing are stipulated as conditions for the award of labour and residence permits.

One of the fundamental principles of Swedish immigration policy is to give the immigrant a genuinely free choice between staying in Sweden and returning to his country of origin or, alternatively, emigrating to a third country.

Question 1: Policy in regard to the provision of education and training for migrant workers and their children

Language teaching for adult immigrants

It is of the greatest importance that, at an early stage of their stay in Sweden, immigrants should receive Swedish language teaching and an introduction to the Swedish way of life. A law has been passed which entitles immigrants to time off with pay to learn Swedish (see also Section B, Legislation). To enable immigrants to make use of the public services, to communicate with various official bodies and with their environment, to participate in culture and information, additional support is required from the community.

Information issued at places of work, schools and in the community as a whole during the early period can be obtained only through an interpreter or by furnishing the information in the immigrants' own languages. Even in the case of immigrants who have been in Sweden for some time and acquired a certain knowledge of Swedish their knowledge

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is often insufficient for them to acquire all information necessary. It is therefore important that information in the immigrants' own languages should be given concurrently with Swedish language teaching. These 2 measures in combination should enable immigrants in due course to feel at home in and members of the Swedish community.

Compulsory teaching for immigrant children

Immigrant children in Sweden receive compulsory schooling to the same extent as Swedish children, ie from 7 to 16 years of age. They have the same rights to teaching and educational welfare as Swedish subjects.

In view of the difficulties encountered by immigrant children when entering a Swedish school the attempt is made, within the framework of compulsory schooling, to offer teaching that is especially adapted for them both in content and method. Such teaching consists of different forms of remedial instruction, aimed at facilitating their transition to Swedish schooling, and of voluntary teaching in their parent tongue in order to enable them to preserve and develop their own language.

Labour market training

Aliens have formally the same opportunities as Swedish subjects to participate in labour market training provided they have the right to employment in Sweden and are judged to be established on the Swedish labour market. To a considerable extent labour market training is given in special courses arranged by the Board of Education. It may also take place within the regular training facilities of companies, administrative agencies and organisations. The immigrant receives a grant during the training.

The Labour Market Board in collaboration with the Board of Education and the labour market organisations are responsible for the planning of the vocational aspects and scope of the courses. The length of training varies according to the vocational branch and the immigrant's prior knowledge. In the case of courses lasting more than 8 weeks the immigrant receives education in civics, mathematics, physics, chemistry, Swedish and English in addition to vocational training. In preparation for vocational training, preparatory theoretical courses and courses of instruction concerning labour market and educational conditions, among other things, are given. The latter have been considered to be of special value for immigrants. Swedish language courses of a maxim 2 months are also arranged for the latter.

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During the budget year 1972-73 some 106,700 persons started courses of labour market training, among whom some 11,580 immigrants (= 10.9%).

Within labour market training it has proved that many immigrants, owing to language difficulties, have difficulty in following the teaching although they have taken a 2-month Swedish language course. Immigrants with such difficulties can, for teaching of the aforesaid general subjects, have one or more of the subjects replaced by a corresponding increase of Swedish language teaching. In this context it may be mentioned also that, during the autumn of 1973, experimental vocational training of Finnish immigrants in the Finnish language is to be tried out at certain places within the framework of labour market training.

Questions 2 and 4: Difficulties and measures to meet them

Immigrant children

Two-thirds of the immigrant children at Swedish primary schools are from the Nordic countries, particularly from Finland, which alone represents more than 50% of the total. Non-Nordic pupils come from some 30 groups of nations, chiefly Yugoslavs, Germans, Greeks and Turks. The immigrant element is highly concentrated in some municipalities and countries, but is geographically widespread. For municipalities with few immigrants the question of teachers for remedial or native language teaching of immigrant children is often difficult to solve in a satisfactory manner. Remedial Swedish language teaching can generally be arranged to a sufficient extent but, when the number of pupils is small, it may be impossible to find teachers for certain teaching in the native language.

The shortage of native language teachers may also be a difficulty in municipalities with large numbers of immigrants; for certain minor language groups teaching in the native language may be altogether impossible. The most favourable situation exists in the university towns, where foreign students can be employed on a whole-time basis for certain teaching of immigrants.

New recruitment of native language teachers for private schools takes place at the start of each academic year. The requirements on these teachers are that they have a sufficient command of Swedish to be able to collaborate with other school officials and to work in accordance with the goals and guidelines of the Swedish curriculum. Through an agreement signed in 1967 Finland has annually been able

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to supply the Swedish primary schools with a certain number of well-trained bilingual teachers. The availability of competent teachers for the Finnish language group is therefore comparatively satisfactory. For other language groups it has been necessary for the most part to seek teachers among immigrants in the country. The educational background of the latter is more uneven than that of Finnish teachers.

During the academic year 1972-73, according to reports from municipalities, there were in primary schools of 115 municipalities 605 teachers for teaching in different native languages, among whom 365 Finnish-speaking. The remaining teachers represented 24 national languages, among whom 68 teachers in different Yugoslavian languages, 57 Greek, 24 Turkish and 21 Italian.

During the summer of 1973 the Board of Education arranged - for the fourth year in succession - a 10-day continuation course for these teachers on the goals and guidelines, pupil welfare and subject methods at primary school. Continuation courses are also arranged regionally and locally. The remedial instruction in Swedish ("Swedish as foreign language") is usually given by Swedish class or subject teachers. For these teachers as well continuation courses are arranged centrally, regionally and locally.

Many teachers, however, have found the continuation courses arranged hitherto to be inadequate in scope and content. A more advanced programme of continuation courses on immigrant questions, with the emphasis on different categories of school officials, is at present being planned.

As from the academic year 1972-73 immigrant questions are also a compulsory element in the basic training of all primary school teacher categories. The Board of Education also offers an alternative elective course in Swedish as foreign language in the class-teacher training at 2 of the schools of education (80 and 160 hours respectively). Teacher training in 2 languages for above all Swedish and Finnish-speaking students will start as from the school year 1974-75. A continuous development of teaching aids is in progress both in Swedish and in several immigrant languages.

Question 3: Distinctions between permanently settling and temporarily resident migrants

The rules governing teaching of immigrants make no distinction between permanent and temporary immigrants. The individual school unit, however, should take into account the pupil's prospects and needs when planning an educational programme.

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Question 5: Non-European migrants

Growing problems in conjunction with the increase in number of non-European immigrants are the differences between their cultural pattern and social notions of the family and those existing in Sweden, and differences between the school background of certain non-European and Swedish teenagers, which often makes it difficult to incorporate these immigrant children into Swedish classes.

B. LEGISLATION

Question 1 (ii): Legislation, compulsory school level.

a. Remedial instruction

Remedial instruction at compulsory schools may be given during at most 6 periods per week per group of foreign or stateless pupils or of Swedish children returning from schools abroad. The object of remedial instruction is to provide the pupils with the best possible prospects in their schooling in Sweden.

The object of the instruction is through a proper introduction comprising elementary teaching in the understanding and speaking of Swedish, and information concerning the new environment, to ease the pupil's arrival at school through educational guidance, when possible, and with the aid of educational material in the pupil's native tongue, to prevent unnecessary waste of the pupil's time spent on study owing to a lack of knowledge of Swedish. It is also assumed:

that special guidance will be given for the necessary co-ordination of the teaching of a given subject, eg English, in the previous and new school,

that the pupil welfare measures of the school conduce to satisfactory social adaptation of the pupil to the school and its children. Information to and regular contact with the pupil's home is therefore of great importance.

Pupils with different native tongues can without difficulty be given joint Swedish language teaching. This should be done by a Swedish teacher. The groups of pupils should be small (3-5 pupils) and as far as possible homogeneous in respect of age and ability in Swedish. For municipalities with a sufficient number of pupils a permanent language clinic can be established with a half or a whole teacher appointment. The differentiation of the teaching with short, often recurring exercises, which is desirable in this context, and which the clinic can offer, may otherwise be difficult to arrange in cases when remedial instruction is given by a teacher other than the class-teacher.

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The remedial instruction may also consist of studies in the native tongue during a couple of hours per week under the tuition of a teacher with a knowledge of the pupil's native tongue and using the study material in the pupil's native tongue that has been approved by the local educational authority.

Study materials in the native tongue can be used by the pupil also in his independent work in his ordinary class.

b. Teaching in native language

The right of immigrant children to study their native language and their country's culture is incorporated in the general section of the curriculum, Lgr 69, and in a supplementary section (Teaching of immigrant children etc).

The teaching of Finnish may comprise at most 2 periods per week during each yearly course. Joint teaching shall be arranged as far as possible between pupils in different classes.

At the junior and intermediate levels Finnish is a supplementary compulsory subject which replaces the teaching of other subjects decided by the headmaster in consultation with the pupil's parents.

At the senior level Finnish is a supplementary elective subject which replaces another elective or compulsory subject decided by the headmaster in consultation with the pupil.

Teaching of the languages of other minorities should be arranged in accordance with the principles stated above if, in the judgement of the local educational authority, there is a need and the possibility therefore.

Question 1 (iii): Upper secondary level.

Admission to upper secondary school

A foreign pupil without formal primary school qualifications can be admitted to upper secondary school within the free quota.

Substitution of pupil's native tongue for other language teaching

A C-language (1), which according to the upper secondary school curriculum (lgy 70) is concluded in the syllabus for a given stream, may be replaced by another foreign language which is the pupil's native tongue.

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(1) C-language = third foreign language.

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If the syllabus for a given stream does not include a C-language, the regulations in the first paragraph concerning C-language will apply instead to a B-language (1) or, if this subject as well is not included, the English language.

The Board of Education draws up the curriculum for languages which a pupil may choose as stated above.

Remedial instruction

Immigrant pupils have the same right as other upper secondary pupils to remedial instruction. As from the academic year 1974-75, this instruction will be essentially reinforced.

Special upper secondary school classes

In municipalities with a large number of immigrant children basic vocational courses and courses with modified curriculum and syllabus on a 2-year social work line may, by decision of the Board of Education, be arranged for immigrant children.

Post-secondary level

a. University education

Admission to higher education, universities and colleges for foreign students

The Code of Statutes (SFS 1967:450) contains provisional regulations concerning admission to higher education at educational establishments or on lines of education run by or in receipt of support from the state or under state supervision. This statute regulates not only the question of qualification for students with Swedish schooling but also for students with foreign schooling.

Students who have matriculated in Denmark, Finland, Iceland or Norway qualify for admission to the universities and to Linköping College among other establishments. Depending on the faculty concerned it may be required that the student has a knowledge also of certain specified subjects. For other foreign students the University Council (or similar body) may concede admission to a university (or similar establishment) of a student who has taken a foreign examination qualifying for admission to a university or corresponding scientific faculty in the foreign country. Persons may be admitted also who may be assumed on other grounds to be capable of benefitting by the teaching at the faculties. General regulations for examination of such applications by the University Council have been issued by the Chancellor of the universities. As regards admission to a restricted intake line, the admission to which is decided by the Chancellor of the universities, the University Councils shall submit the matter to the Chancellor of the universities.

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(1) B-language = second foreign language.

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The requirement of a prior knowledge of Swedish is not specified. A proposal that a knowledge of Swedish shall be a condition for general qualification has, however, been advanced by among others, the Qualifications Committee. In a Bill (1971:81) on educational grants for foreign students, however, it has been stated that no general requirement of a documented knowledge of Swedish should at present be imposed. It is pointed out in this connection that the university authorities, in examining applications by non-Nordic subjects, should take into account the need for a knowledge of Swedish if students are to be able adequately to benefit by the teaching.

Swedish language courses for non-Swedish-speaking students

Non-Swedish-speaking students can take Swedish language courses at universities. The courses may be held at the universities and at Linköping College and are under the supervision of the Chancellor of the universities. They are arranged by a teaching staff committee subordinate to the respective University Council. The teaching - which has the character mainly of simple training of proficiency, chiefly in modern spoken and written Swedish - is divided into 4 sections of 90 periods each. Participants for these courses are accepted in accordance with rules established by the respective University Council. Persons qualifying for admission to these courses are non-Swedish-speaking students at universities and certain specified colleges, and non-Swedish-speaking persons who intend to apply for admission to such establishments and who fulfil the qualification conditions in other respects. A person with foreign post-secondary education who has an imperative need for a qualified knowledge of Swedish for permanent work in Sweden may also be admitted to these courses.

It has been pointed out in various contexts that a good knowledge not only of Swedish but also of English is of great importance if a student is to benefit from post-secondary education.

Teaching

Only in exceptional cases - apart from teaching of languages - is regular teaching given in a language other than Swedish. On some social science courses the teaching for foreign students has been given in English.

b. Adult education

Since 1965 adult immigrants have been offered courses in Swedish free of charge, including also an introduction to Swedish civics. These courses usually have the form of study circles run by the educational associations. As a rule the studies take place during leisure hours, consisting of 2-3 periods on each occasion, but the possibility also exists for intensive courses of at most 240 periods with at least 4 periods per day. The goal of this teaching of Swedish and civics is to give immigrants the necessary linguistic proficiency and information to enable them to live and function in the Swedish community.

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Swedish language teaching for immigrants is arranged also at folk high schools as residential courses of up to 4 weeks. Whole immigrant families can be received on these courses, as it is easy to arrange for supervision of children at the schools.

Swedish language teaching for immigrants is also given on labour market training courses at special centres administered by the Labour Market Board and the Board of Education.

To enable immigrants working in their homes, especially women, to participate in organised language studies, experimental courses have been run since 1970, which are combined with child supervision and adapted especially to the needs of persons working in the home.

On 1 July 1973, a law on Swedish language teaching of immigrant employees entered into force, under which employers shall ensure that foreign employees are enabled to take a course in Swedish in paid working time. Immigrants taken on since 1 January 1973, thus have the right to 240 hours of teaching on pay. The wage received during this period shall not be less than that which would have been paid for work for the employer. For foreign employees taken on prior to 1 January 1973, the employer shall, if required, provide Swedish language training during 160 or 240 hours depending on the employee's earlier knowledge of Swedish. The extent of teaching shall be decided in consultation between the employer and the trades union, based on a language test. (Law on right of immigrant to time off with pay for Swedish language teaching: Code of Statutes SFS 1972:650. Amendment 11 May 1973, SFS 1973.)

C. RESEARCH AND EXPERIMENTATION

a. Adult immigrants

Swedish for immigrants. Organised within framework of labour market training (Educational Research Centre, (Pedagogiskt centrum), 1972).

A major investigation is at present being made of labour market training, covering all participants including immigrants, for whom the application forms have been translated into several immigrant languages.

The Commission on Immigrants studies questions relating to research and experimentation. Through grants from the Board of Education, among other sources, a bibliography of published papers from the 1-year-study level and upwards has recently been issued at the Sociology Department at Stockholm University. (David Schwarz: Research on immigrants and minority groups etc. A Bibliography, Stockholm 1973.)

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b. Upper secondary school

The towns of Västerås and Södertälje are experimenting with immigrant classes on a 2-year work line with modified syllabi approved by the Board of Education.

A basic vocational course for immigrants has been introduced on upper secondary school vocational lines in several municipalities in order to permit the admission of immigrant youth on the regular vocational lines with syllabus approved by the Board of Education.

Projects of which the costs are borne by the Board of Education:

c. Primary school

Contact school-homes: a sub-project within the development block in Uppsala directed to immigrant pupils and their parents.

Models for bilingual teaching of immigrant children, a project under the management of Professor I Johannesson, Educational Research Department, Lund University.

Closed-circuit television programmes for teaching of immigrants are being produced at, among other places, the primary school at Köping.

Evaluation of immigrant teaching at the primary school at Olofström.

Production of teaching aids in different immigrant languages is continuously in progress.

A report has been issued on a project defrayed jointly by the Labour Market Board and the Board of Education on methods of Swedish language teaching of adult immigrants.

With financial support from the Council of Europe a study of 2 preparatory classes in Stockholm primary schools was completed during the academic year 1972-73. A special report is being submitted to the Council of Europe.

Pre-primary school trials for immigrant children in Sweden started in 1971. During 1971-72 trials were conducted in 17 municipalities. During 1973 continued trials will be made in 10 municipalities. The aim of these trials is to find organisational and educational solutions which will give immigrant children means of integration into the Swedish society and equal conditions with other children.

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PART II

STATISTICS

A. MIGRANT WORKER POPULATION

Question 1: Total number of aliens having applied for work in Sweden at 1 July 1973: 229, 656 (according to statement from the National Immigration & Naturalisation Board)

Question 2: Breakdown by nationality at 1 April 1973 (according to statement from the National Immigration & Naturalisation Board)

Denmark	Finland	Norway	Greece	Italy	Yugoslavia	Poland
17920	111627	12788	10,859	4109	25824	4237

Spain	U.K.	Czechoslovakia	Turkey	Germany	Hungary	Austria
2503	2523	2278	2873	11389	3276	2845

Other
14520

Question 3: Total number of employed according to population and housing census 1970: 3,412,668, (aged 16 years and above)

B. EDUCATIONAL SITUATION OF MIGRANT WORKERS' CHILDREN (according to Central Bureau of Statistics, figures of composition of population)

1. Pre-school education

Question 1.1: Number of children aged 0 - 6 years of foreign nationality in Sweden

31 December 1971	31 December 1972
71886	69825

Question 1.2: Number of children in Sweden aged 0 - 6 years

31 December 1971	31 December 1972
813329	800903

Question 1.3: Number of immigrant children in pre-school education

The central Bureau of Statistics has at present no statistic of the number of immigrant children in pre-school education. The production of such a statistic has, however, been discussed.

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2. Compulsory education

Question 2.1: Number of children of foreign nationality in Sweden, aged 7 - 15 years

31 December 1971	31 December 1972
58623	59976

Question 2.2: Number of children in Sweden aged 7 - 15 years

31 December 1971	31 December 1972
981895	995133

Question 2.3: Number of immigrant children at compulsory school

The Central Bureau of Statistics has no figures of the number of immigrant children at compulsory school, which, however, may possibly be assumed to be the same as the number of immigrant children aged 7 - 15 years (see answer to B.2.1).

It may be mentioned, however, that the Central Bureau of Statistics is at present planning to collect statistics of immigrant children at primary and secondary schools. The aim of these statistics will be:

to survey what is being done by schools for immigrant children;

to investigate whether there are essential differences between immigrant children (foreign subject) and other children as regards education and employment after compuslory schooling. It is intended that the statistics shall cover (1) the number of children which schools consider to be immigrant children; (2) the number of children who have had "immigrant teaching" of different kinds (see also under C. below), and (3) the number of periods devoted to the purpose.

3. Post-compulsory education

Question 3.1: Number of aliens in Sweden aged 16 - 20 years

31 December 1971	31 December 1972
32,780	29,786

Question 3.2: Number of youth in Sweden aged 16 - 20 years

31 December 1971	31 December 1972
552,780	547929

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Question 3.3: Number of migrant workers' children in the age group 16 - 20 attending institutions of upper secondary education

Data not available, see answer to II.B.2.3.

C. EDUCATION AND TRAINING OF MIGRANT WORKERS

Questions 1-2: Number of migrant workers attending courses of general education or of vocational training for adults

The Central Bureau of Statistics, in its statistics of participants on courses of "Swedish for immigrants", does not record age. It is therefore not possible to state the numbers above and below 21 years among those taking language courses or courses of a general character.

The latest statistic is for the year 1971-72.

Number of persons attending study circles in "Swedish for immigrants" 1972-73

	incl. leaders
circles entitled to government grant	134,758
circles not entitled to government grant	781
Total	135,539

The concentrated public courses were attended by 1,847 persons in 1971-72 (circles entitled to government grant).

Other teaching of Swedish for immigrants is arranged by the Board of Education in the form of preparatory courses for labour market training. Persons attending these courses receive an educational grant from the Labour Market Board. According to the Labour Market Board statistics, some 2,500 persons attended such courses of Swedish for immigrants during 1971-72.

For foreign students Swedish language teaching is arranged through the universities. In Stockholm the teaching is given by the Institute for English-speaking Students, at other university towns by the university extra-mural department ("Kursverksamheten"). Some 1,500 students attended this type of Swedish language teaching in 1971-72.

Swedish language teaching is also given on special "adaption courses" for gypsies. Some 100 adults attended these courses in 1971-72.

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PART III

DOCUMENTATION

Publications on the education of immigrants, appeared in Sweden during the last years.

The recently published bibliography: "Research on immigrants and minority groups etc" ("Invandrar- och minoritetsforskning m.m.", by David Schwarz, Stockholm 1973, includes the following works in English:

Andric, M: Migration, post-war intra-European migration of labour force. Stencilled, 46 pages. Department of Sociology, University of Lund, 1970

Ben-Menachem, E and Ben-Menachem, M: Swedish citizens. A socio-psychological investigation of immigrants in Sweden

Berner, B: Social structure and unemployment. A background to Turkish migration. Stencilled, 52 pages. Department of Sociology, University of Lund, 1970

Chaib, M: Bilingualism and the choice of a teaching language, a survey of the Algerian Case. Stencilled, 51 pages and Annex. Department of Education, University of Lund, 1972

de Heymowski, A: Swedish travellers and their ancestry, doctoral thesis, Almquist and Wiksell, 277 pages, Uppsala, 1969

Hughes, W Jr: Some studies in inter-group relations. Stencilled, 92 pages and Annex. Department of Education, University of Uppsala, 1971

Hughes, W Jr: Relations between Swedes and Black Ethic Groups. Reports 1-3. Department of Education, University of Stockholm. Report 4: IMFO-Group, Samhällsvetareförlaget, Stockholm, 1971

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Meurle, K and Andric, M: Commission on Immigrants: Background to the Yugoslav migration to Sweden. Case study of a group of Yugoslav workers at a factory in Sweden. Stencilled, 350 pages and Annex, Stockholm, 1971

Spaner, R: Immigration and the Swedish economy. Stencilled, 10 pages. Department of Economics, University of Uppsala, 1972

Wlodarczyk, M A and Lind, U: Non-Scandinavian students in Umeå, a study of their economic and social situation. Stencilled, 44 pages and Annex. Department of Sociology, University of Umeå, 1971

In addition to the above-mentioned, the bibliography "Research on immigrants and minority groups" also includes a number of works which exist only in Swedish.

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The education of migrant workers' children in Switzerland

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2. Characteristics of Swiss school organisation and policy

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Selective bibliography

Appendix : Conference of Cantonal Directors of Education. Principles governing the education of migrant workers' children. 2 November 1972

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INTRODUCTION

Consideration of the educational situation of children of immigrant workers in Switzerland calls first of all for a brief description of the salient features of governmental immigration policy and the main characteristics of the school organisation. The school and educational situation of foreign children in Switzerland, its development and prospects must be considered in, and is partially explained by, this context.

1. Governmental immigration policy

The aim of long-term Swiss Federal policy is to stabilize the number of foreign workers in Switzerland; and this, in turn, will lead to stabilization of the resident foreign population (*).

The tense labour market situation and other reliable factors give grounds for the belief that there is unlikely to be a decrease in employment vacancies over the next few years; the demand for foreign manpower is and will continue to be heavy. Stabilization can therefore be achieved only by applying severely restrictive measures.

However, "... it will also be necessary to promote the assimilation of these foreigners and facilitate the naturalization of foreign children brought up in Switzerland. To achieve this assimilation it is necessary for the Swiss population to try and understand the special mentality of immigrants, for immigrants to be willing to adjust to our way of life and social institutions, for reciprocal relations to be established, for immigrants to be given equal opportunities with regard to schooling, occupational training and housing, and for their relations with the authorities to be humanized" (**). The fundamental principle of governmental immigration policy is to achieve stabilization by a policy of assimilation or, indeed, of restriction where it is clear that the reciprocal capacity for assimilation is exceeded.

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(*) At the end of 1972, the resident foreign population was 1.05 million, i.e. 16.7% of the total resident population

(**) Report of the Federal Council to the Federal Assembly on the broad outlines of governmental policy during the 1971-75 legislature

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2. Characteristics of Swiss school organisation and policy which explain and affect the solution of the problem of the education of migrant workers' children

Whilst immigration policy and foreign policy (negotiations with emigration countries) are a prerogative of the Federal government authorities, school education is a responsibility of the twenty-five cantonal states making up the Swiss Confederation; their autonomy in this sector is, indeed, virtually absolute. Most of the cantons, however, delegate some of their powers, especially in primary education, to the communal authorities. Pre-school and elementary education are largely the responsibility of communal authorities or private bodies (foundations, religious institutions, business firms, etc.) or of secular authorities (e.g. social welfare services).

Whilst this extensive decentralisation of powers and responsibilities in respect of culture and education, including the solving of problems posed by the schooling of immigrant workers' children, has undoubted advantages, it gives rise to the need to co-ordinate and standardize current and future measures (see also Part I, section A, 2).

PART I - Policy, legislation and experimental activities

A. Policy

1. Broad outlines of Swiss policy governing the education and training of migrant workers' children

Although the general immigration policy and the special policy governing the education and training of migrants are a responsibility of different and sundry authorities, they are concordant and harmonised and both reflect the attitude of the country's population as a whole.

It follows that the first educational aim in this field must be to promote the process of assimilation of foreign children to the Swiss school system. In this respect the school has the privilege of acting as acculturation melting-pot a task in which it is hindered by the need to respect and preserve the immigrant's cultural identity in anticipation of his probable or possible return to his home country. The second objective of education policy in this sector, is, therefore, to ensure flexible integration of immigrant children in the Swiss school system, supervising and fostering, where necessary, the development of their cultural links with their home country.
The pursuance of these two objectives, i.e. assimilation in a narrow, biological sense, on the one hand, and the encouragement to resist such assimilation, on the other, is obviously paradoxical. But the welfare of the children

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concerned makes it necessary to pursue these two objectives simultaneously and to make what are, indeed, for both sides, enriching concessions. Since, in so far as the process of assimilation, which implies that the immigrant must change his habits and way of thinking and living, is accompanied by an adjustment of the education and training system to the presence of large groups of foreigners and to the cultural contribution they can make, mutual enrichment must ensue.

The introduction by the various authorities concerned of practical measures to achieve the two above-mentioned objectives, is guided and oriented by three general principles, namely :

a. the need to integrate migrant workers' children in local schools, so far as possible without their having to repeat a class, overcoming in one way or another any difficulties they may encounter ;

b. the need to do everything possible to provide adequate instruction in a child's national language and culture ;

c. the need to prevail upon parents to take an active part and assume responsibilities in the schooling and upbringing of their children.

A review and analysis of the measures hitherto taken by school authorities in the light of these three principles, are to be found in the next part of this report (B. Legislation). A digest of these measures is given below :

- development of day-nurseries and children's homes ;
- development and progressive generalization of pre-school education (kindergarten) ;
- preparatory classes ;
- supplementary language courses ;
- supervision of studies and homework ;
- courses in the language and culture of the home country (in the case of large groups of migrants, e.g. Italians and Spaniards, educational and financial responsibility for such courses is assumed by the respective consular authorities) ;
- inclusion of the results obtained at these courses in the official school report ;
- development of information and documentation for parents in their mother tongue ;
- school for parents ;
- lightening of the conditions for scholastic advancement

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- training and further training of teachers ;
- inclusion of courses in the language and culture of the home country in the normal school timetable ;
- appointment of consultative school committees of parents of foreign children.

2. Main difficulties encountered in implementing this policy

The introduction of practical measures of application of the general principles of Swiss education policy to the schooling of foreign children calls for a favourable general climate, the availability of the necessary human and economic resources, the harmonising of these measures with the basic rules of our political organisation, a degree of co-ordination of the measures taken by the various authorities - calling for sound reciprocal information - collaboration among all Swiss authorities concerned and between these authorities and the authorities of the main emigration countries. It is when studying these various aspects that the main difficulties, points of resistance and possibilities of making improvements are discovered.

A. The socio-political problems arising from the presence of a large proportion of foreigners (over a fifth of the working population), combined with acute awareness of the major tasks facing our national community - e.g. those of resolving youth problems; improving the economic and social conditions of old people; regional planning, etc. - have engendered in broad sections of the population a feeling of insecurity which sometimes takes the form of a rejection of the foreigner, of mistrust and suspicion of behaviour, a way of life or social habits which differ from the more or less objective national standards. In a country where the school sector is still largely governed by direct democratic procedures, the impact of such reactions does not always facilitate the introduction of special measures for the school integration of foreign children.

B. The application of measures to facilitate such integration or, alternatively, to preserve a child's original cultural identity, may come up against constitutional rules which are difficult if not impossible to adjust. For example, the learning at school of a first foreign language, cannot be the subject of free choice - e.g. Spanish for children of Iberian origin - since the situation of Switzerland as a plurilingual State makes it necessary for the first foreign language learned to be that of one of the two major groups (French or German).

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The very support given by authorities to instituting courses in the language and culture of migrants' native country - the making available of premises and teaching equipment, for example - might conflict with the fundamental principle of the territoriality of the languages whereby, inter alia, a Swiss citizen settling in another language area is not allowed to have his children taught in his mother tongue at a publicly-maintained school (*).

C. Although special measures of support and aid (positive discrimination) on behalf of foreign children are the general rule where it is a question of giving these children accelerated language lesssons to hasten their satisfactory integration in a publicly-maintained school, such measures are less common in other spheres. This applies, for example, to the introduction and generalisation of full-day schools (kindergarten in particular)or homework supervision which could not possibly be provided solely for migrant workers' children; some of their specific needs are, however, recognised, since, unlike Swiss married women, most wives of foreign workers have a gainful occupation. Consequently, compelled to wait for the problem to mature, the authorities leave it for the time being to institutions, private bodies and employers to take whatever steps are deemed appropriate.

D. The inadequacy of the co-ordination between all authorities and bodies called on and competent to lay down and pursue the general objectives of the policy governing the schooling of immigrant children is both a drawback and an advantage. It is a drawback because of the difficulty of defining a policy providing for a series of practical measures which would, for example, constitute an extension of the general provisions agreed on in bilateral negotiations with the emigration countries. It is an advantage in that decisions can be taken at the place where the problems arise, thereby ensuring both a sound adaptation of the provisions to their context and their efficacity.

E. Closely linked to the foregoing considerations is a problem which has not yet been solved satisfactorily and therefore constitutes a difficulty, namely the inadequacy and vagueness of information, which prevents the true situation and its development from being described accurately and objectively.

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(*) The French school in Bern is the sole exception. This private institution, subsidized by the Canton of Berne and the Swiss Confederation, is intended for the children of French-speaking Swiss Federal civil servants.

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The reasons for and consequences of this situation vary in importance and have multiple aspects, one of which is the difficulty which results from the overall Swiss school statistics situation, inconsistent definition of concepts (that of migrant worker, for example) and the variables to be taken into account (nationality, mother tongue, birthplace, etc.); hence the absence of reliable information and planning machinery.

The capital role which leading public information media (press, radio, television) can play is not exploited to the full precisely because of the absence of complete and objective relevant information which would prevent information media from unduly concentrating on events of a sensational or controversial nature.

F. Our scientific knowledge of the sociological, cultural, psychological and economic characteristics of immigrant populations is rather elementary and in any case inadequate for effectual guidance of the policy-framing authorities. There is as yet a lack of data on families' wishes with regard to the education of their children, their plans concerning their eventual return to their home country and the variations in these wishes and plans according to the size of families, the length of their stay in the country, etc. If adequate information were available on these points, it would, certainly, help to contain the frequently irrational debate on the difficult question of educating and training a large foreign population and greatly facilitate the work of the responsible authorities.

G. Lastly, numerous difficulties ensue from the present tense economic situation, e.g.

- shortage of teachers
- shortage of premises
- budgetary restrictions at all levels (communal, cantonal, Federal).

B. Legislation

(Practical measures taken to implement the objectives referred to above)

Comments :

1. In view of their educational autonomy, the only authorities competent to introduce enforceable provisions (laws, orders, decrees, instructions, rules, etc.) are the cantonal and communal authorities.

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2. The Federal authorities, and particularly those among them which negotiate and conclude bilateral agreements on immigration, are not empowered to enter into binding commitments regarding education. Their domestic legislative competence in this field is limited to the making of recommendations to the authorities referred to in paragraph 1.; the same is true of the Swiss Conference of Cantonal Educational Directors (cantonal ministers); the Conference has nevertheless focused its attention on this problem which is now one of its permanent preoccupations (cf. Appendix).

It follows from the above explanations that if all laws and regulations were enumerated, the list would contain numerous repetitions as most cantons have adopted identical measures. An exhaustive enumeration of these texts is, moreover, impossible as some measures are implemented on no other legal basis than, for example, the recording in minutes of a decision taken by an executive communal authority. I will therefore confine myself to describing the effects of these texts and/or decisions (*).

i. Pre-school level

Guiding principle : Pre-school education is an important factor in the social integration of children; the development of institutions at this level will do much to promote the smooth absorption of migrant workers' children in the local community and ensure their satisfactory scholastic integration from the primary school onwards.

General rule : Foreign children are admitted to existing pre-school establishments in the same conditions as Swiss children.

Special facilities provided : To facilitate the learning of the language of the place of residence by foreign children and promote their integration, the following measures have been taken :

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(*) The information given is based on the results of a survey conducted among the education departments of the twenty-five cantons by the Centre suisse de documentation en matière d'enseignement et d'éducation, Geneva, in May 1973.

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- Courses of introduction to the language of the place of residence (French or German) are arranged in many localities for immigrant children of pre-school age (particularly in Geneva, Saint-Gallen, Basle-Rural, Basle-Urban, Nidwalden, Zurich, Lucerne). /In Zurich, experimental courses of this kind have been introduced in numerous kindergartens. The cantonal education council recommends that communal school authorities hold preparatory German courses for children speaking a foreign language two or three times a week ("Eingliederung fremdsprachiger Kinder. Stellungnahme des Erziehungsrates", "Schulblatt des Kantons Zürich", June 1973)./ The provision of such courses is under study or envisaged by authorities in various parts of the country /in the Canton of Uri in particular, where the education council has studied a report of the school psychology service./

- Placing of foreign children with native families with children of the same age twice a week (Nidwalden).

- Possibility for prospective kindergarten teachers to undergo a training course in an Italian kindergarten (asilo) (Basle-Rural).

- Arranging for private lessons on advantageous terms (Schwyz).

- Individual support and assistance by members of the teaching profession.

As for financial measures to induce parents to entrust their children to public or private nursery schools, the situation is as follows :

- Attendance at all official kindergarten is free of charge, whatever the nationality of the child.

- Some cantons provide grants-in-aid to private kindergarten reserved for foreign children (Italians) (Schwyz, Basle-Urban, Thun, Bienne, etc.) .

- Language courses are free (Geneva) or subsidized by the canton (Zurich).

Generally speaking, the measures taken by communes are the same as cantonal measures, i.e. all children are accorded equal treatment with regard to admission to kindergarten and these establishments are subsidized.

The authorities are not acquainted with all facilities provided by private firms for children of their employees.

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However, it would appear that a number of firms set up, finance or subsidize jointly crèches, day-nurseries and kindergarten (chwyz, Neuchâtel, St.Gallen, Aargau, Schaffhausen, Nidwalden, Zurich, Solothurn).

ii. Compulsory school level

Guiding principle : In order to ensure the adequate education of foreign children, it is necessary that their scholastic and social integration in the Swiss education system be a guiding principle of all school policy. Steps must be taken, wherever possible, to prevent discrimination against an Italian child because of its language handicap.

Special facilities provided : Over half the cantons have set up reception classes in the more important localities for new arrivals and children whose insertion in a normal class might prove (or has proved) too laborious because of language difficultics.

Free "cramming" courses are systematically arranged in the majority of cantons for pupils who encounter difficulties due to their inadequate knowledge of the language used in the school. The four cantons which seem to form an exception to this rule (excluding the Ticino where by definition the problem does not arise) are among those where the foreign school population is the smallest (amounting to some 5%).

As for the admission of new arrivals to schools, the most widely applied principle - which reflects the general trend - consists in admitting such children to the classes (levels) corresponding to their age. Should children have obvious difficulties in understanding the language, they are placed for a time in reception classes. Experience in some cantons has shown that the stay in reception classes or any other kind of class for children speaking a foreign language should be relatively short, otherwise any linguistic advantage gained may be offset by increased difficulties of integration in normal classes.

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It is above all for those reasons that school policy provides for the following measures :

- some children are placed at the outset in normal classes and steps are taken to speed up elimination of their language handicap ; these steps include intensive lessons in the local language (two to four hours a week during normal school hours in Basle-Urban) for small groups (not more than eight children in Zurich) or even individual lessons. /In its recommendation to local school authorities, the Zurich education council proposes that three to four hours of intensive German lessons be given a week in the case of small groups (not exceeding eight children) and eight hours a week when the group consists of twelve pupils. These courses are subsidized by the Canton (Schulblatt, June 1973)./

- Several cantons have expressly provided for easier conditions of scholastic advancement. Some of the provisions are of a general nature and not connected with the problem of children speaking a foreign language; the latter benefit from them as special cases (for example, "Verordnung über die Zeugnisse und die Promotionen und Remotionen für die Realschulen Basel-Stadt", 17 April 1973, Article 10). In other cases, no account is taken for a year (Geneva) or two years (Neuchâtel) of results obtained by a pupil in French or German. Although there are no formal rules governing the easing of the advancement conditions, nearly all cantons, with rare exceptions, leave teachers and inspectors the necessary margin of appreciation so that a pupil's temporary language difficulties (due to his recent arrival from abroad or from another part of the country) is never a determinant factor of promotion. /In Lucerne, the authorities go so far as to moderate results in other disciplines (mathematics, for example) since difficulties in understanding the language may have repercussions in other branches even when the pupil's abilities are fundamentally sound.

  In Geneva marks in French and German are tentative for two years (guidance phase) and the principle may be extended to other disciplines/.

- The measures taken in the field of supervision of homework and studies also reflect considerable efforts to promote the integration of migrant workers' children (cf. below "Para-school measures") in the Swiss school system.

The measures referred to above mainly concern primary education : they are, however, often extended to other education levels in slightly different forms.

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- Shorter but more intensive language courses (Basle).
- The Canton of Ticino arranges Italian courses for teachers from the German or French parts of Switzerland. The Pestalozzianum (Zurich) also arranges refresher courses in Italian.
- In Zurich a modern language specialist is attached to the teachers' training college (Oberseminar) to ensure that in the training of prospective teachers account is taken of the problems raised by the schooling of a large number of children speaking a foreign tongue. The question of giving teachers special language training is under study in the context of a parliamentary proposal.
- There is also a trend towards the setting up of reception classes at vocational training level (for example,at the Ecole professionnelle pour l'industrie et l'artisanat, Geneva; it is proposed to introduce similar classes in the context of commercial education).

iii. Para-school measures :

Guiding principle : Although the integration of migrant workers' children through pre-school education is of the highest importance, it provides only a partial solution and it is recommended that the integration effort be continued during the period of compulsory schooling and out-of-school. This latter aspect is also of particular importance for immigrant families in cases where the mother works full-time outside the home.

Comments : The practice for publicly maintained schools to provide education for children out of school hours (semi-boarding, supervised homework crèches, etc.) is not very widespread in Switzerland. Current needs are met by private organisations (religious and others). However. the demand for non-utilized manpower (women, in particular) due to economic pressure is accentuating this kind of social requirement. Foreign children therefore benefit in the same way as Swiss children from the few such para-school establishments as have been set up.

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Special facilities provided : Some crèches and kindergarten take children for the whole day, notably in Sarnen (Obwalden) (26 children), in the Canton of Nidwalden (establishments run by private firms) in Schaffhausen (145 children), Basle-Urban (200 children in the homes of the Italian Mission), Fribourg (a dozen crèches or kindergarten), Zurich (35 crèches with 400 children), Uri (one kindergarten for Italian children) Geneva (numerous crèches run by municipalities or private bodies), Basle-Rural (eight private crèches, 600 children of whom the majority are Italians) and Lucerne (seven crèches).

Comment : Crèches and kindergarten run by foreign colonies are likely to militate against sound integration.

At the compulsory school level, there are virtually no whole-day schools (day-boarding schools); on the other hand the system of supervision of homework or studies outside normal school hours (generally from 4 p.m. to 6 p.m.) is becoming more and more widespread (Basle, Geneva, Zurich, Lucerne, Nidwalden, and certain communes of the Canton of Vaud). This facility is not confined to the children of migrants; in some cases it is provided by the authorities who pay the teachers for this work; in others it is provided by private bodies and is free of charge (e.g. in Lucerne).

iv. Schools and vocational information and guidance

Guiding principle : The provision of school and vocational guidance and information is of particular importance when dealing with foreign population groups who are unacquainted with or know little about the many opportunities for study and training offered by the Swiss education system.

Special facilities provided :

a. Informing migrants of the opportunities available to their children with regard to admission to schools, educational assistance and studies.

- The minimum information provided is naturally that made available to all parents of whatever nationality (local or regional press, circulars, information meetings, publications).

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- However, few cantons confine themselves to giving only this minimum information; most of them have prepared special documentation for migrants. For example: Zurich, Basle-Urban, Basle-Rural, Lucerne, Aargau, Geneva, Schaffhausen, St.Gallen, Berne. Elsewhere, the communal authorities of large urban centres have taken similar measures.

- A number of cantons are planning or about to publish such documentary material or supplement available material. This is the case with Nidwalden, Obwalden, Uri, Solothurn, Zurich.

b. Language used for informing parents.

- As a general rule, the utmost is done to give information to parrents in their mother tongue (particularly in the case of Italians). Only two cantons state that they do not do so.

c. Other means of information and contact.

- Where vocational guidance is concerned, the difficulty does not consist so much in providing efficient and competent services - such services exist in all cantons - but rather in inducing foreign parents, through information and establishing a climate of confidence, to make greater use of such facilities as are offered by these services.

  This is the purpose of the parent meetings and evenings arranged for foreign parents by the teaching profession or the authorities. At these meetings information is provided and exchanges of views take place more and more in the language of the parents concerned. The cost of employing interpreters is sometimes met by the cantonal authorities (e.g. at Basle and Zurich).

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- Regional information centres are being set up (Berne, Zurich) as recommended by the authorities. Recourse is had to Italian-speaking psychologists.

- The education directorate of the Canton of Zurich recommends that communal school authorities (Schulpflege) call in the assistance of a consultative committee on the schooling of foreign-language children, composed of the parents of these children. This ensures the direct participation of foreign worker communities. The experiments carried out seem to give full satisfaction.

The provision of vocational guidance for the children of migrant workers still calls for improvement and further study.

v. Courses in the language and culture of migrants' home

Guiding principle : It is recognised that to avoid the complete uprooting of immigrant children and, where necessary, ensure their smooth reintegration in the home country, they must have an opportunity to follow courses in the language and culture of their country of origin.

General rule : In November 1972 the Conference of Cantonal Education Directors put forward the two following recommendations on this subject : (cf also Appendix):

a. make it possible to set aside a minimum of two hours a week for the teaching of the mother tongue.

b. add to the school-leaving certificate an attestation concerning attendance at these courses.

/In the light of experience, it is the general view of the authorities, shared by the Conference of Cantonal Education Directors, that the official incorporation in the timetable of two hours represents a maximum measure in view of the difficulty this entails in arranging the timetable and of the complete disruption of classes which might ensue if other large foreign groups were to ask for the same facility./

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Facilities provided :

- Such courses are at present provided in all cantons, in the case of large foreign groups, on the initiative of the consular authorities.

- Twenty cantons allow at least two hours of the school timetable to be set aside a week for the children concerned; half of them allow four hours to be set aside.

- Almost half the cantons provide an official certificate on attendance at these courses and results obtained; this certificate is either appended to the school report or incorporated directly in it.

- Most local school authorities make premises available for these courses.

C. Research and experimentation

1. Basic research

The universities have recently begun to focus their attention on the social, psychological and educational problems of the schooling of migrant workers' children and the general and occupational training of migrants as a whole. This is notably the case with the universities of Zurich, Berne and Geneva where research programmes are being drawn up or already being implemented.

Furthermore, establishments training social service personnel (welfare officers, etc.) are carrying out surveys among immigrant populations in which their students participate as part of their preparation for their diploma (for example, the Schule für Soziale Arbeit, Zurich).

2. Experimentation

A number of measures taken by school authorities to improve the educational situation of foreign children are naturally of an experimental nature although they are not necessarily taken in the context of an ad hoc scientific experiment. These experimental measures include special courses for infant teachers training to work in kindergarten reserved for foreign children (for example, the asili in Basle) or language courses at pre-school level (Basle and Zurich).

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3. Projects in course of execution or under study

A number of cantons are about to introduce new laws on nursery education (e.g. St.Gallen, Glarus, etc.); others are carrying out studies in this field (Neuchâtel).

The canton of Zurich proposes to extend (in the more or less near future) the period of kindergarten attendance and to this end has added a supplementary class to the course of the training college for infant teachers. In Uri the school psychology service has been instructed by the education council to draw up practical proposals for improving the scholastic situation of children speaking a foreign tongue. Study committees have been set up to consider these problems and give advice to the authorities of a number of cantons and municipalities; some of these committees have tabled their reports (Zurich, town and canton; Solothurn; Lucerne; Basle-Urban).

PART II - Statistics

General comments

The statistical data given below and the gaps therein must be interpreted in the light of the following comments.

a. The information given under "A" describes the situation on 31 December 1972. A central register is being set up by the Federal Police (Foreign nationals department) which will make it possible to determine periodically the size of the foreign population, its composition and movements.

b. All the data given under "B" are tentative and must consequently be considered with caution. The breakdown by age of the foreign children population is an extrapolation to the whole country of the situation recorded in four cantons. The aggregate population by age group has been obtained by splitting five-year groups (Sprague multiplicators), as estimated at 1 January 1973. The figures on the number of foreign school children are taken from a survey carried out among the cantons and are taken to represent the situation at the beginning of 1973. Overall Swiss school population statistics broken down by type of school, education level and nationality are not available.

Special comments

B. 1.1-1.2. The pre-school population figure, i.e. the number of children aged up to seven years, does not correspond exactly to reality as compulsory schooling begins after either a child's sixth birthday or seventh birthday, according to canton.

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B. 1.3. It proved impossible to determine the number of foreign children attending pre-school establishments in all the cantons as this level is mainly the responsibility of communes or private foundations. The estimate given is an extrapolation. It relates only to establishments of the kindergarten category, but not including crèches and day-nurseries. Length of kindergarten attendance varies from one to two years according to canton, but is only one year in most of them.

B. 2.1-2.2. Compulsory schooling lasts from eight to nine years according to canton; account has been taken of this fact, although it is impossible to describe the true situation accurately as it fluctuates.

B. 2.3. The data on the foreign schoolchildren population obtained by means of the survey carried out among the cantons, are not exhaustive since certain kinds of school have been manifestly excluded (restrictive interpretation of the term "compulsory schooling") or disregarded (private schools, for example).

B. 3.3. In view of the great diversity of post-compulsory education, the multiplicity of administrative authorities dealing with it and the absence of basic statistics on this education level, it proved impossible to assemble the data necessary for valid assessment.

For information, the relevant figures for the canton of Geneva (which are not representative of the whole of the country) are given below :

Geneva (situation on 31 December 1972)

Number of foreigners aged from 15 to 20 years : 5,741

Total resident population aged from 15 to 20 years : 19,345

Number of foreigners undergoing post-compulsory education :

a. general secondary education : 1,690

b. commercial secondary education : 128

c. vocational and technical education : 1,706

Total : 3,524

Proportion of active foreigners aged from 15 to 20 years : 42,1% (1970)

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A. Migrant worker population

(Situation on 31 December 1972)

1. Total number of migrant workers

a. Total foreign population (*) :	1,032,285
b. Active foreign population (*) :	596,082

2. Breakdown by nationality

a. of the resident foreign population (*)

F.R. of Germany	114,106
France	53,137
Italy	544,903
Austria	42,298
Greece	9,870
Yugoslavia	28,072
Spain	114,896
Turkey	18,966
Miscellaneous	105,037
Total :	1,032,285

b. of the foreign working population (**)

F.R. of Germany	79,521
France	72,853
Italy	337,996
Austria	30,008
Spain	85,804
Greece	5,994
Yugoslavia	23,953
Turkey	12,513
Great Britain	7,425
Netherlands	5,881
Portugal	3,185
Czechoslovakia	8,406
USA	3,843
Miscellaneous	31,433
Total :	708,815

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(*) Excluding international civil servants and their families (numbering some 20,000 persons) and excluding foreign workers regarded as seasonal workers, i.e. workers authorized to work in Switzerland for not more than nine months a year (20,997 persons).

(**) Including 91,736 frontier workers and 20,997 seasonal workers.

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3. Active population

a. Total resident population :	6,310,200
b. Total active population :	3,024,479

B. Educational situation of migrant workers' children

1. Pre-school education

1.1. Number of migrant workers' children of pre-school age (0-6 years)	170,323
1.2. Total population of pre-school age (0-6 years)	565,796
1.3. Number of migrant workers' children attending pre-school institutions	30,000

2. Compulsory education

2.1. Number of migrant workers' children of school age (7 to 14 or 15 years)	123,402
2.2. Total population of school age	866,923
2.3. Number of migrant workers' children attending full-time compulsory schools	103,933

3. Post-compulsory education

3.1. Number of young foreigners above compulsory schooling age and aged under 21 years	55,300
3.2. Total population above compulsory schooling age but aged under 21 years	591,772
3.3. Number of young foreigners in this age-group attending upper secondary education establishments (general, technical or vocational)	?

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APPENDIX

Conference of Cantonal Education Directors

PRINCIPLES GOVERNING THE SCHOOLING OF MIGRANT WORKERS' CHILDREN

The Conference of Cantonal Education Directors recommends that cantons take measures to prevent migrant workers' children from being discriminated against at school and to offer them, insofar as possible, the same opportunities for admission to secondary schools as are accorded to Swiss children.

Convinced that the utmost should be done to integrate migrant workers' children in publicly-maintained schools - without this being prejudicial to them - the Conference recommends :

- that integration be promoted from the pre-school age onwards ,
- that admission to publicly-maintained schools be facilitated by appropriate measures (reception classes, language courses, etc.) ;
- that where advancement is concerned, not too much importance be attached to the results obtained in the official language ;
- that supervised study and out-of-school activities be promoted.

The Conference is also alive to the wishes of some foreign parents and authorities that measures be taken - preparatory to a child's future return to his native country - to avoid excessive uprooting. The Conference does not consider that the introduction of such measures devolves upon the cantons, but it invites the latter to make the task of organisers easier by helping them to the utmost.

It recommends, inter alia, that the cantons :

- arrange for a minimum of two hours of the normal school timetable to be set aside a week for instruction in the language, history and civilisation of the home country ;
- add to the school-leaving certificate an attestation on attendance at these courses ;
- authorize children intending to return to their home country to attend private foreign schools for a given period.

To eliminate all tensions and misunderstandings, it would also be desirable to develop the provision of information to consulates, parents and pupils.

2 November 1972.

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TURKEY

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INTRODUCTION

One of the main issues before the Turkish Government if the problem of providing an adequate education to the children of Turkish migrant workers residing in other European countries. The Turkish Constitution requires that a basic education be provided to all Turkish children. It must also be born in mind that more than 117,000 Turkish children are on the one hand expected to retain their traditional Turkish culture and on the other hand they have to adjust themselves to the national culture of the host country; furthermore they have to receive an education which has to be in conformity with the objectives of the Turkish National Education Policy.

The number of Turkish workers who have migrated since 1960 to European countries, such as the Federal Republic of Germany, the Netherlands, Austria, Switzerland, Belgium, Denmark and France, has reached approximately 733,000. Many of these workers took with them their children as well as their families and because most of them did not have enough education, they are not able now to provide necessary guidance for the education of their children, be it at a minimum level.

Some of the host countries do not feel themselves responsible for the education of Turkish workers' children. It is therefore necessary for the home country to carry out certain activities in this field.

As a Member of the Council of Europe, the Turkish Government will appreciate it if more attention was paid to the problem of the Turkish workers.

The purpose of this report is to identify for the perusal of the competent departments of the Council of Europe, the problems faced by Turkish migrant workers and their children, and to give a short summary of the studies carried out on this matter.

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. Policy

The questions listed under this section concern mainly the host countries. We tried, neverthless, to reflect the results of our own experiences gained as a country of origin.

a. Education of Migrant Workers

Immigration countries ask for two kinds of migrant workers:

1 - Qualified workers, and
2 - Unqualified workers.

Sufficient professional training is not given to the unqualified workers in the field of their future work. On the other hand, qualified migrant workers have been given courses for 2 to 3 months within the framework of programmes arranged by the employers of the host countries.

The attitude of the Turkish Government in this respect, as stated in the Third Five Year Development Plan (1973-77), is quoted below:

"Generally the request for foreign man-power tends to be for qualified workers. Accordingly, broad educational programmes will be developed within the framework of the short-term educational policy, with the co-operation of the member countries".

No pre-planned activity is envisaged for the education of the children of Turkish migrant workers.

As to the in-service training of Turkish migrant workers, it is observed that this matter is taken into consideration only by the employers of the host country. The children of Turkish migrant workers are not given any orientation courses though such courses would indeed assist them in adapting themselves to the day to day life of the host countries.

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b. Education of the children of Turkish migrant workers in foreign countries

The education, in foreign countries, of the children of Turkish migrant workers who are in the compulsory school age bracket is being carried out according to the recommendations of the Council of Europe, and the existing bilateral agreements between Turkey and other concerned countries. Classes in Turkish and Social Science have been set up in some European countries within the local school structure. The Turkish government sends Turkish teachers to teach in these classes.

In areas where there are no Turkish classes within the local school structure abroad, some special courses for Turkish children have been set up with a view to overcoming the basic problem of language. Such courses exist in the Federal Republic of Germany, Sweden and Belgium.

In some countries, teaching jobs are given on a contractual basis to graduates of high schools or equivalent schools of commerce, ie to persons who are not professional teachers. The Turkish government is against this practice of leaving the education of the children of the Turkish migrant workers in the hands of unqualified individuals. It would be highly appreciated if such practices were brought to an end.

In order to solve the basic educational problem of migrant workers' children, it is necessary to improve the present situation so as to provide them without further delay, with adequate educational possibilities.

c. Training and appointment of teachers

In the appointment of teachers to foreign countries special care is given for the selection of the most successful ones. The following points merit special attention:

1. the teachers who are going to be appointed to teach Turkish migrant workers' children in the foreign countries are selected among the primary school teachers who are actually teaching in primary schools in Turkey. Special attention is paid to their ability to adapt themselves to changing circumstances;

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2. they follow courses from two to three months that are designed to increase their fluency in the language of the host country;

3. there are already 95 Turkish teachers in the Federal Republic of Germany and 9 Turkish teachers in Belgium. 190 Turkish teachers are going to be sent to the countries listed below during the 1973-74 school year:

Federal Republic of Germany	157
Belgium	6
Sweden	2
France	7
The Netherlands	12
Denmark	2
Switzerland	4
	190

(Furthermore, 6 teachers are going to be posted to Australia);

4. the number of the teachers to be sent to the immigration countries are determined according to the needs presented by those countries;

5. the teachers are employed in the regions where the children are present in great numbers;

6. it is desired to get the maximum benefit out of the limited number of teachers;

7. during their employment in foreign countries they receive their salaries either from the Turkish Government or from the authorities of the host country.

d. Problems encountered

1. The language courses organised in Turkey for the teachers to be assigned abroad are not fully satisfactory. Their limited vocabulary and fluency of the language of the host country hampers them in their profession and creates certain difficulties of orientation.

2. At the beginning, due to the lack of precise statistical data on the number of Turkish children of school age in foreign countries, the Turkish Government could not assign teachers as required.

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For this reason, the local authorities employed Turkish citizens who were already working there in other jobs. Most of these people, however, are not qualified to teach. Therefore, the Turkish government would like to replace them by professional teachers selected and sent by the Ministry of Education.

3. The teachers of the emigration country and those of the immigration country are trained under different conditions. The teachers in the host country do not have enough information about the educational system, social, economical and cultural background of the sending country. This state of affairs renders difficult a fruitful co-operation among teachers.

4. There is not enough statistical data in the field of migrant workers' children. Therefore it is difficult to prepare plans, in due time, for the education of these children.

5. The precise number of children of Turkish migrant workers of pre-school age is not known. Governments of the host countries have not so far taken appropriate measures for their education.

6. Turkish authorities are not always informed of the departure of the children of compulsory school age. For this reason, it is not always possible to assist them in due time.

7. Children already attending schools in Turkey are not accepted to the equivalent classes in view of their lack of knowledge of the foreign language. Similar problems of equivalence arise as well on their return to Turkey if they failed to keep up with their Turkish.

e. Measures to be taken

1. A course of at least six months is under consideration for the teachers. This course would be given before their assignment abroad. Emphasis will be put on the socio-cultural, economical and political structure of the host country. Basic knowledge on the educational system of the host country will also be provided in these courses.

2. The Turkish Government would appreciate it if the contracts of unqualified teachers were not renewed at their expiration and if they were replaced by professional Turkish teachers assigned by Turkish authorities.

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3. It is desirable that the maximum benefit be derived out of the limited number of teachers by giving them the opportunity of teaching in more than one school in a same neighbourhood.

4. It is desirable to obtain more precise statistical data on the number of the children of Turkish migrant workers.

5. Special language courses should be organised for the children of the Turkish migrant workers in the host country so that they can be integrated in the school system of the host country as quickly as possible. In fact, many host countries are already applying this method.

B. Legislation

1. A booklet entitled "Educational problems of Turkish migrant workers' children in Europe" was prepared and distributed, in 1971, in order to assist teachers, parents and other people concerned. This booklet was published in Turkish and French.

2. By changing some items of the primary education, it has been made possible for schools to give certificates of leave to the children of the migrant workers who would like to continue their education abroad.

3. Some other changes were made in the same regulation so that children coming from abroad could be accepted to the equivalent classes according to the certificates they present.

4. There are some bilateral Cultural Agreements with countries like the Federal Republic of Germany, Belgium and France by which the problems related to the education of migrant workers are dealt.

5. To deal with the problems of the migrant workers two different committees were set up respectively under the co-ordination of the Ministry of Foreign Affairs and the Ministry of Labour.

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PART III

STATISTICS

Table 1. Distribution of the Turkish Workers in European countries (in 1972-73)

Name of the country	Number of Total Workers (estimates)
Federal Republic of Germany	615,533
The Netherlands	31,013
Austria	26,339
France	28,367
Belgium	10,000
Switzerland	9,497
Denmark	5,517
Sweden	2,787
England	2,655
Norway	200
Other Countries	1,113
Total	733,041

Resources: Documents of the Employers and Labor Organisation, Ministry of Labor.

The flow of the Turkish workers to European countries started in 1960 and the number has reached 733,041 as indicated in Table 1. Accordingly the estimated number of Turkish persons, including families, in Europe is above 1,500,000.

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Table 2. The estimated number of the Workers' children in European countries (in 1972-73)

Name of Country	Total number of children	The number in the elementary school age group (7-12)	The number attending school	The number of pre-school age children
Federal Republic of Germany	102,506	45,000	23,729	57,506
Belgium	6,500	2,500	Unknown	4,000
France	435	325	"	110
The Netherlands	750	400	"	350
Switzerland	3,458	1,725	"	1,733
Austria	2,000	600	"	1,400
Sweden	1,187	325	"	862
Denmark	751	235	"	516
Total	117,587	51,110	23,729 (plus unknown)	66,477

Resources: Report prepared by the Ministry of Education, Planning-Research and Co-ordination Office, 1973.

As Table 2 shows, the available information on the numbers of the children is known approximately for those in the Federal Republic of Germany, whereas the number of children attending school in other European countries is unknown.

If we make an estimation of the children who are of school age who are attending school in West Germany, we can see that the percentage is about 53%; definite information however, is not available for the remaining 47% of these children.

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PART III

DOCUMENTATION

1. Documents on Educational problems of Turkish Workers and their children in the Federal Republic of Germany by Dr. Sudi Bülbül, Deputy Under-Secretary of Ministry of Education. May 1973. Ankara.

2. Documents prepared by the Planning, Research and Co-ordination Office of the Ministry of Education, 1973.

3. Handbook on "Educational problems of Turkish migrant workers' children in Europe" published in 1971.

4. A book entitled "Turkish child's book" was published in Germany (by Horst Erdman) in its text-book series.

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY

1. Policy in regard to the provision of education and training for migrant workers and their children, with particular reference to the compulsory schooling period

1.1. Immigrants who settle in the United Kingdom have, as British subjects the same rights and duties as indigenous British subjects, and qualify in general for social service provisions. They have therefore the same rights to education and training. The status of migrant workers is different.

1.2. It is United Kingdom policy that all children, whatever their background, should have equal educational opportunity. Each pupil should be helped to become a citizen able to take his or her place in society, fully and properly equipped to accept responsibilities, exercise rights and perform duties . At the same time, the expression of different attitudes, customs, beliefs and cultures should be permitted and respected. The same general principles hold for the education of the children of migrant workers for the period of their stay in the United Kingdom. Their children have the same right to free schooling as indigenous children. School attendance during the statutory schooling period is compulsory for all children, including immigrant children, and is enforced.

1.3. Responsibility for providing education (other than in universities) rests very largely with local authorities who build schools, employ teachers and provide equipment and materials. The necessary finance comes from both local and national revenue. The curriculum and what is taught are normally decided on their behalf by head teachers. At present, local education authorities are advised that they are under no obligation to provide education for children whose stay in this country is restricted to a period of not exceeding six months; but would be expected to provide it for children whose stay exceeds twelve months. If the child's stay is between 6 and 12 months each case may be considered individually on its merits.

1.4. So far as the education of immigrants and migrants is concerned, the main objectives of Central Government have been to create a climate in schools and educational establishments in which race, nationality, colour and creed are not divisive but which will give all immigrants and migrants full opportunities for personal development in their new environment ;

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to ensure that building programmes and teacher quotas reflect the needs of areas with large numbers of immigrants and migrants; to offer advice and practical help to teachers faced with the challenge of educating the children of immigrants and migrants; to safeguard against any lowering of standards due to the presence of large numbers of non-English speaking children, which might adversely affect the progress of other children; to encourage and promote relevant research; in short, to help promote a coherent practical policy whereby the same educational facilities and opportunities are available to immigrants and their children as to the indigenous population, without impinging on the rights of local authorities to make their own judgments and decisions.

2. The main difficulties which have been encountered

2.1 There are factors which militate against the full exercise by immigrants of their rights; their ignorance of the opportunities available, the disadvantages they experience of operating in a different culture in a different language, the feeling of anxiety and insecurity to which these can give rise.

2.2 The planned settlement and integration of migrant workers is often made more difficult by their uneven distribution and concentration in specific areas through settling where work and living accommodation are available - mostly in large conurbations, often in depressed areas with poor housing. There is also a natural desire among many members of minority groups to live in neighbourhoods where natives of their home country are numerous.

2.3 Language difficulties
In January 1972 teachers reported that 44,496 immigrant pupils in schools in England and Wales were considered to be, by reason of language difficulties, unable to follow a normal school curriculum with profit to themselves. LEAs are concerned, therefore, not only to serve the long term curricular needs of immigrants but to meet their immediate linguistic needs. Difficulty is experienced in persuading migrants, especially wives, to attend classes and learn English.

2.4 Assessment and placement
There have been difficulties in assessing the progress of immigrant children and determining their best placement - whether in an ordinary class or in a special class or centre. These difficulties have been particularly acute when it is a question of determining whether an immigrant child suffers from a disability of mind and would benefit from attendance at a special school for the educationally subnormal. Intelligence tests standardised on children from a particular culture often give an unfair impression of the abilities and potential of children whose family does not share that culture.

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2.5 Holidays
The holiday period is important because the closure of the schools often means a serious interruption to the progress an immigrant child is making in English.

2.6 Cultural problems of migrants and the children
There are problems in maintaining equality between the migrant community and the host community without destroying the cultural and social identity of the migrant community - particularly in the second generation. The problem of the adolescent migrant who finds himself torn between two cultures and sees a gap developing between his attitudes and that of his family needs to be studied.

Should priority be given to teaching the language of the host country or to teaching the native language of the migrant worker? Should the same priority be given to the teaching of both these languages? What measures need to be taken and at what stage to prevent a too great a language learning burden being thrust upon the migrant pupil or worker? As the teaching of a new culture and language aims at helping a foreign worker to cope with his new environment, some thought needs to be given to the danger of alienating the migrant by imposing upon him this new culture and language.

3. Difficulties connected with the problem of distinguishing needs of workers and their families expecting to be able to settle permanently from the needs of those expecting to stay temporarily

To date the proportion of immigrants likely to return to their own countries has been so small compared with those coming permanently that no attempt has been made to distinguish between their different needs. Indeed the smaller group is so scattered and represents so many cultures and nationalities that special provision would be very difficult. However, if in the future national groups of migrant workers came for short periods and with the intention of returning to their own countries, the position will have to be reviewed.

4. Measures that have been adopted or are at present proposed to meet these difficulties

The Government exercises control by offering guidance in the administrative and professional aspects of the education system, and fulfils its objectives in matters relating to the education of immigrants in the following ways :

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4.1 General

4.1.1 The Home Office issues a general information leaflet to migrants on arrival. This contains basic information about education in the UK. Fuller guidance about local arrangements is left until migrants arrive in the areas in which they decide to settle. Many LEAs provide pamphlets printed in the languages of immigrants. Schools use interpreters at enrolment sessions. LEAs employ welfare assistants to liaise between, say, school and home, able to communicate in the migrant's own language. Immigrant communities publish newspapers in their own language. In some areas cinemas show films in immigrants' languages and project information on the screens in those languages. A number of welfare workers learn the languages of immigrants, as do the police. Some immigrant groups make their own provision for the teaching of languages. The Italian Government arranges courses for some 6,000 children of Italian migrant workers, often in schools but outside normal school hours. Education in the Polish language and culture is given in 110 Polish Saturday classes run by Polish organisations in maintained school premises on Saturday mornings. Cypriots also encourage classes in their culture after school.

4.1.2 Departments issue regulations, orders and circular letters, and publish pamphlets and handbooks (see bibliography supplied).

4.1.3 Research commissioned or supported by Government Departments is discussed in Section C.

4.2 Special Help for Deprived Areas

One of the recommendations in the report of the Central Advisory Council for England (the "Plowden" Report), published in 1966, on "Children and Their Primary Schools", advocated positive discrimination in the allocation of educational resources in favour of "educational priority areas". The Department has not designated "educational priority areas" as such. But it has introduced several measures to give extra help to schools which have to cope with the effects of educational and social deprivation. Action has been taken, for example, under the Urban Programme to enable local authorities to provide over 21,000 additional nursery places in England and Wales at a cost of nearly £ 7m, as well as a variety of projects for older children including facilities intended to help immigrant communities, such as reception and language training centres. Approved expenditure by local authorities under the Urban Programme attracts a 75 % grant from central Government. In 1972 the Secretary of State announced a major expansion of nursery education with a view to meeting the target set by the Prowden Report. In the first two

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years of the expansion (1974-76) priority will be given to disadvantaged areas. This should be of material help to the immigrant community since much research has stressed the importance of pre-school experience as the foundation of a successful educational career for the immigrant child.

4.3 The Work of HM Inspectorate

The Inspectorate includes a number of members with experience of working in areas with large immigrant populations. A specially appointed group collects and co-ordinates relevant information to advise the Department on policy affecting the education of immigrants. It keeps in close touch with other statutory and non-statutory organisations concerned with the education of immigrants. As already noted, it plays a prominent part in the publication of relevant pamphlets and in the organisation of in-service training courses for teachers who are faced with the responsibility of educating immigrants and their children.

4.4 Teachers

4.4.1 An increasing number of teachers from overseas are joining schools and are doing valuable work. These teachers, whatever their country of origin, must first, in common with anyone entering the teaching profession after training in this country, seek qualified teacher status. If this status is provisionally granted by the Department they may seek appointments on equal terms with any other qualified applicant. Many immigrant teachers have done just this.

4.4.2 Training of Teachers

There is general acceptance that, in order to cope effectively with the linguistic and cultural problems of different groups of immigrant pupils, teachers need special training; and further that all teachers, whether or not they will during the course of their careers face these specific problems, should have some opportunity during their initial training of gaining an awareness of the nature of a multi-cultural society. While it is not feasible to include in all courses of initial teacher training a detailed study of the range of problems entailed in teaching immigrant children, opportunities exist in most colleges of education for students on initial training to study aspects of these problems at a general level. Some colleges situated in areas of high immigrant population have developed a special expertise in these fields. Colleges in areas where there are few immigrants have in many cases made arrangements to enable students during their teaching practice to teach in areas with a high concentration of immigrants, and have also encouraged

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their students to assist at holiday courses arranged during their vacations for children from multi-racial schools.

4.4.3 In-Service Training
Courses of in-service training provide a direct and practical means of assisting teachers to deal with specific problems with which they are confronted in their schools. Local education authorities (who are responsible for maintaining the schools, and are thereby in the best position to identify where needs exist) have played the major part in providing short courses of this kind for their teachers. More substantial courses are increasingly available in colleges of education. The Department provides annually a programme of more than 200 short courses for teachers and others in the education service in England and Wales. For many years a number of courses have been offered within this programme of interest and help to those specifically concerned with the education of immigrants. These courses have dealt with the teaching of English as a second language to children and adults; the background of children of overseas origin (study courses to Jamaica and India have been organised), the role of school in multi-racial society, race relations, and other associated subjects. Conferences in these fields have also been organised by the Department for college of education lecturers. HM Inspectorate work closely with local education authorities and the other organisations concerned in the education of immigrants in the promotion of courses, For some years past the Department has organised in-service training courses on languages and background for teachers, lecturers and local education authority advisers in France, Germany and Spain. In recent years courses for teachers of geography and history have been held in Italy, Sweden, Germany, Denmark, Holland; some of these courses have been reciprocal in nature.

4.4.4 The Community Relations Commission - a statutory body - has put high on its list of priorities the encouragement of teacher training establishments to give increasing attention to the organisation of courses to equip young teachers with the knowledge and experience to enable them to function effectively in multi-racial schools. To this end it organises conferences and issues publications.

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4.5 Schools

4.5.1 Instruction in Foreign Languages
The curriculum is not centrally controlled, and there is therefore no official policy on the teaching of the native language and culture of the children of immigrants or migrant workers in schools. Any subject may be taught if the Head agrees and time and staffing can be made available. French, Spanish, German and Italian are taught as part of many schools' curriculum, particularly French which may be taught in primary schools as well as secondary schools. However it has to be remembered that the United Kingdom has chiefly to deal with immigrants who enter the country for permanent settlement. It is natural enough therefore that instruction in English should be given priority. Indeed it would not be practicable to give instruction in the native tongues where, as is frequently the case, immigrant children with many different native tongues attend the same school. Nevertheless voluntary organisations set up by the immigrants themselves, give education in the native language and culture in classes out of school hours. Local education authorities often support their efforts by providing facilities for such classes.

4.5.2 Instruction in English
Unfamiliarity with English is the obvious immediate problem for immigrant pupils and their teachers. Special arrangements for the teaching of English are provided by local education authorities. Some areas make no special provision for the teaching of English to infants, who are held to pick up English in the way any young child picks up its native language. An increasing number of infant schools are, however, beginning to appreciate the need for a more systematic approach to the teaching of English to young immigrant children.

4.5.3 Attempts are made to assess the standard of English spoken by immigrant children of school age either at central advisory points when they first come to this country, or at reception centres where they are given a general introduction to English life, language and culture. Once the children are in school, specialist English teaching is provided in a number of different ways. Some authorities arrange for welfare assistance or some form of ancillary help to be allocated to schools with high proportions of immigrants. Additional part-time teachers may be made available or a generous staffing ratio may enable the class teachers to spend more time with those in need of help. This help is also provided in withdrawal groups, taken by the class

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teacher or by a specially appointed or peripatetic one. When a large number of children require help, some authorities establish special classes, either within the schools the children attend or centrally.

4.5.4 Education for a Multi-Cultural Society
Religious instruction must by law be provided in maintained schools and it is normally in the Christian faith. But special lessons can be provided in some cases for immigrants of other faiths and, where this is not possible, parents have the right to ask that their children be excused from attending the lessons. In practice schools with large numbers of immigrant pupils frequently incorporate understanding and appreciation of all religions in assemblies and religious education lessons. Immigrant folk dancing, music, and national stories have also proved popular additions to the curriculum. As appropriate material comes available, schools are increasingly involved in the study of the culture, geography, history and art of the countries from which immigrants come. The presence in the class of children to whose families these countries are familiar gives a vivacity to these studies which is of benefit to indigenous and immigrant alike.

4.6 Further Education and Adult Education

4.6.1 The whole range of further and adult education services provided in the United Kingdom is open to immigrants on the same terms as indigenous students, if the immigrant has been in the country for three or more years before the start of the course. If he has been in the country for less than three years before the start of the course, he has to pay a higher tuition fee and he is not eligible for a mandatory award to enter a degree level course. Nevertheless the tuition fee which is charged is only a fraction of the cost of the course, so there is still a generous subsidy.

4.6.2 Special provision is made in further and adult education for immigrants over school age with language difficulties. The courses provided may be full or part-time and efforts are made to publicise them so that immigrant parents, in particular, are aware of their existence. Many further education establishments have made particular efforts to help immigrant mothers by arranging classes at times which they can manage. A number of voluntary organisations run language lessons or have tuition courses for immigrants as part of their general welfare activities.

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4.6.3 Some immigrants may have difficulty in obtaining employment because of low educational attainment or language difficulty. A number of further education establishments run pre-training courses in English and arithmetic for immigrants and others with the same difficulty, to enable them to benefit from courses of vocational training for the unemployed in Government training centres or colleges of further education. Many, if not most of the entrants are immigrants. The Department of Employment pays the economic cost of the course and gives vocational training allowances to the immigrants.

4.7 Holiday Projects

Summer holiday activities such as play centres and summer camps have formed part of the educational life of the United Kingdom for many years. In the last five or six years, however, the presence of immigrant pupils seems to have given a new impetus to these activities resulting in a rapidly increasing provision of summer projects designed to meet the needs of immigrants or of multi-racial groups. Their range has broadened in the last year or two to include language classes and courses for immigrants and other children with language handicaps; more broadly based educational projects, including cultural visits and activities; and recreational or community schemes the main purpose of which is play or community service.

4.8 Broadcasting

Radio and television can offer programmes not only of direct help to non-English speaking immigrants learning to cope with unfamiliar surroundings but also of help in creating among the indigenous population the kind of attitudes which will enable newcomers to settle down happily and feel fully accepted in their new environment. In recent years the British Broadcasting Corporation and the Independent Television Authority have offered a number of such programmes.

The recent entry of the United Kingdom into the European Communities has led to a variety of documentary programmes on aspects of the ways of life in different European countries.

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5. Aspects of UK experience with non-European migration relevant to the problems raised by intra-European migration

Most settlers in the United Kingdom of non-European origins are immigrants rather than migrants although the exact proportions are very difficult to gauge.

Nevertheless, the problems which we have experienced in respect of language, social integration and urban concentration are, to a great extent, common to both groups, as is made clear in the other sections of this report, particularly as regards children in schools.

B. LEGISLATION

1. As explained, the United Kingdom has very few migrants compared with immigrants, and the latter all become United Kingdom subjects and are entitled to the same benefits as those born in the country.

The main function of Her Majesty's Inspectors in discharging the responsibilities successive Parliaments have laid upon central government to a great extent safeguards the conditions of immigrant pupils in educational establishments and reduces the need for legislation.

2. Although the United Kingdom has long been an emigrating country its emigrants have in the main been to English-speaking countries of the Commonwealth such as Australia, Canada and New Zealand. The London Offices of the High Commissioners have been active in supplying would-be emigrants with information about their countries, including job opportunities.

C. RESEARCH AND EXPERIMENTATION

1. Research generally into race relations is coordinated by the Home Secretary's Advisory Committee on this subject.

2. The Department of Education and Science recognises the need for research into problems of English language teaching and teacher training as they are affected by the presence of immigrant children and the children of immigrants in schools. In 1966 it helped to finance the setting up of the Centre for Information on Language Teaching (CILT) to collect, coordinate and make available information about all aspects of modern languages and their teaching, and to maintain a record of authoritative information about relevant research.

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3. The Department has also undertaken a survey of current assessment practices and their possible future development so as to ensure that immigrant pupils are fairly treated. It has also grant-aided, directly or indirectly, a number of research projects into the most effective types of organisation to meet the needs of multi-racial schools : research into the problem of teaching race relations in schools, and youth service projects aimed at assisting the integration of young immigrants. The Action Research Project into the needs of deprived children, jointly sponsored by the Department and the Social Sciences Research Council, takes in areas where there are substantial numbers of immigrant children.

4. The Schools Council, the main body dealing with curricular matters, sponsors a number of research projects into teaching English to immigrants, the teaching of race relations, and the teaching of religious education.

5. The Social Science Research Council has sponsored a number of research projects into social attitudes and the teaching of race relations.

6. A list of some of these research projects arranged according to their sponsors is as follows :

A. Schools Council

i. ENGLISH FOR IMMIGRANT CHILDREN - Leeds University Institute of Education. 1966-1971. Age range 5-16. Grant £135,250.

ii. TEACHING ENGLISH TO WEST INDIAN CHILDREN - Birmingham University. Department of English and School of Education. 1967-1972. Age range 7-9. Grant £59,000.

iii. HUMANITIES CURRICULUM PROJECT - University of East Anglia. Centre for Applied Research in Education. 1967-1972. Age range 14-16. Grant £174,328 plus £60,000 from Nuffield.

iv. GENERAL STUDIES PROJECT - University of York. 1968-1972. Age range 15-18. Grant £45,000. The topics covered by this project include Population, Social Biology, Family, Social Science and Social Responsibility, Slavery, Race Relations.

v. RELIGIOUS EDUCATION IN SECONDARY SCHOOLS - University of Lancaster. Department of Religious Studies. 1969-1972. Age range 11-16. Grant £46,000.

vi. RELIGIOUS EDUCATION IN THE PRIMARY SCHOOL - University of Leeds. Institute of Education. Ends 1971. Age range 5-11. Grant £10,750.

vii. MORAL EDUCATION PROJECT - University of Oxford. Department of Educational Studies. 1967-1972. Age range 13-16. Grant £32,000.

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viii. TEACHING ABOUT RACE IN A MULTI-RACIAL SOCIETY - NFER. October 1972 to December 1975. Grant £125,000. To produce and evaluate material for a course to provide a factual background for teaching about race relations in a multi-racial society.

B. National Foundation for Educational Research

i. TESTS OF ENGLISH FOR IMMIGRANT CHILDREN - University of Birmingham/NFER. This project aims at the production of a battery of proficiency tests with a diagnostic element - to assist schools in assessing whether and in what respect a child's English proficiency falls short of a target or a standard attained by any group with which he may need to be compared for the purposes of effective placing and teaching. It comes to an end in 1972 and should be able to place its materials on the market by the end of 1973.

ii. TESTS OF ABILITY FOR IMMIGRANT PUPILS - Dr. Haynes. This project aimed at improving measuring instruments to identify the learning potentiality and ability in immigrant children for whom English is a second language

iii. EDUCATIONAL ARRANGEMENTS FOR SCHOOLS WITH IMMIGRANT PUPILS - 1970-1973. £46,000.

C. The Social Science Research Council

i. Dr. R. Sharma - A study conducted in Hertfordshire of the intellectual differences between Indian children in Hertfordshire and between Hertfordshire children of Indian origin and others in the County.

ii. The Council has established a special research unit at the University of Bristol: Unit on Inter-Ethnic Relations. This unit is engaged on a number of relevant research projects :

a. THE RELATION OF RACIAL ATTITUDE TO BEHAVIOUR IN ENGLISH AND IMMIGRANT CHILDREN - H. Tajfel with Dr. E. Milner. This project which is to last from 1971-1973 is being carried out in Southall and Bristol.

b. STUDY OF ETHNIC RELATIONS - This includes a study of the value of an approach to race relations by various disciplines. It is being conducted in Leeds and Bristol.

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PART III

DOCUMENTATION

SELECT LIST OF REFERENCES ON THE EDUCATION OF IMMIGRANTS, OVERSEAS STUDENTS AND SOME OTHER PROBLEMS

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PERIODICAL ARTICLES

1. Cost of Immigration (School Government Chronicle, Vol.CLX, No. 3515, June 1968.

2. Reactions to immigrants (TIMES EDUCATIONAL SUPPLEMENT, 27 August 1965, 3 September 1965 and 10 September 1965.

3. ALLEN (Sheila)

School leavers: problems of method and explanation. (RACE TODAY. Vol. 1, No. 8, December 1969, pp.235-237)

4. The Education of Immigrant Children (LISTENER, Vol. 82, No. 2122, 27 November 1969.

5. DOHERTY, Joe

The distribution and concentration of immigrants in London. (RACE TODAY, Vol. 1, No. 8, December 1969).

6. KEABLE, Sue

Immigrants at School (WHERE, No. 46, November 1969).

7. STEPHEN, David

Immigration and race relations. London, Fabian Society 1970.

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ADDENDUM IN RESPECT OF SCOTLAND

The bulk of the United Kingdom Country Report refers to the overall situation and the addendum refers to specific differences between Scotland and other parts of the United Kingdom. It should be noted that "the Department", wherever it occurs in the report, refers to the Department of Education and Science and does not extend to the Scottish Education Department. The situation in Scotland is that the number of migrants is much smaller than in England. As a consequence policy and provision for the education of migrants is less developed than in England and Wales. However, provision for the education of migrants does exist in Scotland in a number of ways.

The following points applying to Scotland should be read in conjunction with the relevant paragraphs of the report :

A 1.3 Reference to advice for education authorities concerning their obligation to provide education for children whose stay in the United Kingdom is less than a year is not applicable to Scotland. No such problem has yet arisen in Scotland and no advice has been issued.

A 2.3 The main concentration of immigrants, who are mainly Asians, is in Glasgow where there were, in November 1972, 2,574 immigrant children in schools. The fact that only 2 other education authorities have more than 150 immigrant children in their schools, 352 in Edinburgh and 338 in Renfrewshire, illustrates the relative proportions of the problem within Scotland and between Scotland and the rest of the United Kingdom.

It was determined that, in November 1972, there were 437 pupils over the age of 5 who possessed little or no English and who were in need of intensive instruction. Since session 1970/71 Glasgow has operated an Immigrant Language and Reception Centre for the full-time education of immigrant pupils over the age of 8 who require intensive instruction. Peripatetic visits are also paid to primary and secondary schools by teachers based at the Language Centre.

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A 4.1.1 The basic information about education contained in the general information leaflet issued by the Home Office to migrants on arrival does not extend to information about education in Scotland.

A 4.2 The Urban Programme is also operative in Scotland. Summer schools, both immigrant and multi-racial, have been run by the coordinated effort of Glasgow Education Authority and the Glasgow Community Relations Council, with the aid of finance from the Urban Programme. A parallel expansion of nursery education to that in England and Wales was announced in December 1972 by the Secretary of State for Scotland.

A 4.4.3 In-service courses in the teaching of English as a Second Language have been run in 2 colleges of education and 4 Further Education Colleges offer courses in English as a Second Language which cater for the needs of migrants and overseas students.

A 4.4.4 A branch of the National Association for Multi-Racial Education has been formed in Glasgow.

Two Community Relations Officers are in post in Scotland, in Glasgow and Edinburgh. The Joint Council of Churches finances a Community Worker and sponsors a wide range of activities including Women's International Centres and home tuition for immigrant housewives, in Glasgow, Dundee and Edinburgh.

A 4.6.3 The need for pre-training courses in English and arithmetic for immigrants and indigenous adults who have the same difficulty in obtaining employment because of low educational attainment or language difficulty does not exist in Scotland.

C 6.D The Scottish Education Department has financed a socio-linguistic study of the immigrant school learner in primary schools which is being carried out by a research team at Jordanhill College of Education, Glasgow. An Interim Report was published in March 1972 and it is expected that a final Report will be published in the middle of 1974.

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A P P E N D I X

Ad hoc Conference on the Education of Migrants

GUIDELINES FOR COUNTRY REPORTS

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INTRODUCTION

1. At their Brussels Conference in June 1971 the European Ministers of Education instructed the Committee of Senior Officials to study, in collaboration with the Secretariat of the Council of Europe, the practical arrangements for holding an ad hoc conference, to which officials and experts from Ministries or departments other than those of education might be invited, on problems relating to the education and training of immigrants, both adults and adolescents, and to the schooling of immigrants' children.

(Resolution No. 4 of the Seventh Conference of European Ministers of Education).

2. The conclusions of the ad hoc Working Party set up by the Committee of Senior Officials to study these arrangements were presented to the Committee's Standing Group in April 1972.

(Document CME/HF/Migrants (72) 3).

The Standing Group decided that all delegations to the Committee of Senior Officials should be invited to cooperate in preparing material for the conference. The Secretariat was asked to draw up a more structured document so as to guide countries as to the form and content of the information which they would be asked to furnish.

(Document CME/HF (72) 4, section 2).

3. A document entitled 'Draft Guidelines for Country Reports' was duly prepared by the Secretariat and submitted, on the instructions of the Committee of Senior Officials, for final amendment and approval of its distribution to Governments to a meeting of the ad hoc Working Party held in Strasbourg in January 1973. The attached text is the definitive version, and calls for the following comments :

PART I

(a) The section regarding legislation has been drawn up bearing in mind Resolution (70) 35, adopted by the Committee of Ministers of the Council of Europe in November 1970. This Resolution (text attached) contains a number of precise recommendations to which governments may wish to refer when compiling their reports.

(b) For convenience the section has been sub-divided, the first sub-section listing points directed mainly to immigration countries, the second directed mainly to emigration countries. It is recognised however that there may be cases where governments will wish to give information on matters mentioned in either or both sub-sections.

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(c) The section entitled policy is intended to offer an opportunity to governments to describe the situation as it exists in practice in their countries, concentrating in particular on the difficulties encountered and on the measures applied or contemplated to overcome these.

(d) The section dealing with research and experimentation should, if possible, list not only those projects and activities carried out directly or under government auspices but also those of special interest and significance conducted in, for instance, universities, business firms, voluntary organisations, etc.

(e) It is hoped that the collation of the replies given under this section of the report may constitute a veritable "register" of research and experiments, leading to improved information, cross-fertilisation of ideas and results, and even, possibly, joint (transnational) projects.

PART II

(a) The Secretariat is aware both of the formidable difficulties which governments find in acquiring reliable statistics in this field and of the fact that, even where accurate national figures can be provided, these figures will not necessarily be comparable at European level.

(b) Despite the difficulties it seems essential that the attempt be made to provide the ad hoc conference with a "quantitative base". For this reason it is suggested that, where firm figures cannot be provided, at the least estimates should be given (perhaps with an indication, if desired, of the probable margin of error). It is important also that governments should give their opinion on likely future trends.

(c) As regards the non-comparability aspect, a recent Resolution of the Committee of Ministers of the Council of Europe gives guidance as to methods of compiling stastistics on the international migration of workers (Resolution (72) 18 and explanatory memorandum attached).

PART III

(a) As in the case of research and experimentation the intention in respect of documentation is to reveal the existence of a corpus of recent European studies on this subject, some of which may be not or insufficiently known outside the country of origin.

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PART I

POLICY, LEGISLATION AND EXPERIMENT (*)

The problems of education and training to be treated by the conference are, essentially, those arising from intra-European migration. The 'Guidelines' are however drafted so as to provide an opportunity for countries with experience also of immigration from outside Europe to refer to this experience insofar as they deem it relevant to the problems confronting the conference (see A.5).

A. POLICY

1. Please describe your country's policy in regard to the provision of education and training for migrant workers and their children, with particular reference to the education of these children during the host country's compulsory schooling period.

2. What are the main difficulties which have been encountered ? (**)

3. To what extent are these difficulties connected with the problem of distinguishing the needs of workers and their families expecting to be able to settle permanently in your country from the needs of those expecting to stay temporarily ?

4. What measures have been adopted or are at present proposed to meet these difficulties ?

5. Countries with a substantial number of non-European migrants are invited to comment on aspects of their experience which they consider relevant to the problems raised by intra-European migration.

B. LEGISLATION

1. (for countries with a substantial immigrant population)

   Please list and summarise the content of major laws, decrees, directives, regulations and bi-lateral agreements concerning the education and/or training of migrant workers and their families :

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(*) The reply to Part I should not exceed fifteen pages

(**) In respect of (for example) the specialised training of teachers

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(i) at pre-school level ;

(ii) at compulsory school level ;

(iii) at upper secondary level (general, technical or vocational) ;

(iv) at post-secondary and adult education establishments.

2. (for countries with a significant outflow of migrants)

Please list and summarise the content of major laws, decrees, directives, regulations and bilateral agreements concerning the education and/or training of migrant workers and their families in respect to :

(i) the provision of information to families, before their departure, on the educational facilities and requirements of the receiving country ;

(ii) the provision of records of a child's health, school career and scholastic attainment within your own education system, before his or her departure for the receiving country ;

(iii) the training of teachers for helping with the education of the children of migrant workers abroad ;

(iv) the educational and / or occupational re-integration of migrant workers and their children on their return to your country.

C. RESEARCH AND EXPERIMENTATION

Please list and describe briefly any major project of research and/or experimentation which focus on these problems and have recently been completed or are currently in progress.

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PART II

STATISTICS (*)

(for countries with a substantial immigrant population : Governments are invited to provide a further breakdown between 'European origin' and 'non-European origin', if they consider it significant for the proceedings of the conference)

A. MIGRANT WORKER POPULATION

1. Total number of migrant workers

2. Breakdown of this number by nationality

3. Total active population (at same or nearest date as A.1)

B. EDUCATIONAL SITUATION OF MIGRANT WORKERS' CHILDREN

1. Pre-School Education

1.1 Number of migrant workers' children of pre-school age (i.e. up to the age when schooling becomes compulsory)

1.2 Total population of pre-school age (at same or nearest date as 1.1)

1.3 Number of migrant workers' children attending pre-school institutions

2. Compulsory Education

2.1 Number of migrant workers' children of full-time compulsory school age

2.2 Total population of full-time compulsory school age (at same or nearest date as 2.1)

2.3 Number of migrant workers' children attending full-time compulsory schools

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(*) Please indicate the year(s) to which figures or estimates refer. Estimates should be given where figures are not available.